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ABSTRACT

The Sex Equity in Educational Leadership (SEEL) Project was initiated to test several strategies for increasing the number of women in public school administration in Oregon. This book is a description of the various activities carried out and their results. The historical context of women's representation in school leadership is summarized, and SEEL strategy for change is described. That strategy includes efforts to change (1) individual attitudes, behaviors, and understandings; (2) organizational policies and practices; and (3) local school district hiring practices. The Oregon Network was SEEL's effort to conduct research on how various forces influence hiring patterns and practices. A chapter describes the research and service functions of the network, the findings of the research, and SEEL's advice to others who wish to replicate the network functions. Evaluation data are presented about the SEEL project's success, and the final chapter is written as a series of questions to help others translate the experiences and results in Oregon to other states and settings. The appendixes include copies of forms, several "how-to" descriptions, and other materials relevant to those attempting to achieve sex equity in educational leadership. (MLF)

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Sex Equity in Educational Leadership:

The Oregon Story

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Preface

The Sex Equity in Educational Leadership Project (SEEL) was funded by the Women's Educational Equity Act Program, Office of Education, from 1976 to 1979 to test several strategies for increasing the number of women in public school administration in Oregon. This book is a description of the various activities carried out and their results.

We have some short-term evidence of the SEEL Projects success in Oregon. There were more women administrators and more women preparing to become administrators in 1979 than there were in 1976. We have helped to change some people's attitudes and expectations regarding women in administraton and we have helped to change aspects of a few organizations to make hiring more equitable. We have also tried to build a legacy for change so that Oregon will continue reform efforts upon completion of the SEEL Project. Although we report evidence of the SEEL Project's successes and failures in three years, its ultimate effectiveness in achieving equity can only be measured in the future.

Equity is both a political and personal issue, involving the interplay of politically sensitive situations and individual values. Change is a difficult process. People who are involved in social change are always dependent on others; change is a political, social, and interpersonal process. Although the SEEL staff members have been the primary actors in the scenario described in this book, there are many individuals who played key roles. They helped in many ways and we wish to acknowledge them.

Jane Arends helped write the proposal and eventually became our boss as Administrative Associate of the Center for Educational Policy and Management. Her strength was once described as being able to knit with 17 different colors and keep the strands straight. She is an exemplary strategist.

Lloyd DuVall, former Director of the Center for Educational Policy and Management, provided institutional support, personal support, and political advantage by accompanying us to meetings and presiding at programs when an influential male was needed. We sincerely thank him.

Diane Reinhard, Assistan Dean, College of Education, University of Oregon, consulted on our evaluation design, served on our advisory board and provided expertise, criticism, support, and access to political channels during the course of our project.

Joanne Carlson, Assistant to the Provost, University of Oregon, taught us about the labyrinth of federal funding. She provided criticism, hard questions and support as needed.

Larry Mylnechuk, Equal Employment Specialist, Oregon Department of Education, and George Russell, former Affirmative Action Officer for the Eugene Public Schools, were members of the SEEL advisory board, legal consultants, resource people, and special friends.

Other SEEL advisory board members included Sylvia Tucker, Dean, College of Education, Oregon State University; Mary Hall, now Vice President, Weyerhaeuser Foundation; Shirley Kennedy, Anthropologist; and Edith Maddron, Educational Coordinating Commission. They were helpful advisors.

Tom Payzant, the former superintendent of Eugene Public Schools, now in Oklahoma City, provided many kinds of help and was a mentor for graduate students. Bev Melugin, Instructional Materials Analyst for Eugene Public Schools, was helpful in numerous ways. Molly Fox and Colin Fox were our staff consultants who helped us identify our strengths and weaknesses.

And there were women and men who told us that we helped them: Carolyn Kelly, Gail Kaufman, Nancy Cross, Margaret Trachsel, Sara Isenberg, Gary Gehlert, Diane Dunlap and Donnise Brown. They are special to us because they reaffirmed that our work was important. The first steering committee members of Oregon Women in Educational Administration were important because they helped realize the legacy of social change. They were Lynne George, Dorothy Juve, Diane Warrick, Paulie Brading, Ardis Christensen, Carol Clanfield, Elaine Hopson, Diana Mendenhall, Paula Radich, Holly Endersby and Bev Hammes. We also appreciate the help and support of Richard Schmuck, Cheryl Kempner, Toby Edson, Ruth Palmerlee, Bill Starling, Walt Wood, and Jeff Meyer.

It must be remembered that the SEEL Project represents only three years work in a field established for more than a hundred years. Consequently, it is important to place our work in an historical context. We address that issue in Chapter 1. In Chapter 2, we present an overview of the SEEL Project. It was an activities-oriented project; 12 different people were engaged in about 30 different activities over three years. We describe ourselves and what we did so that you can determine what is unique to the SEEL Project and what

"Equity is both a political and a personal issue"

is capable of being replicated. We think the success and failure of different activities were, in part, dependent upon the personalities involved, the social climate of Oregon and other idiosyncratic variables. The SEEL strategy for change is described in Chapters 3, 4, and 5. At the outset of the project we believed sex inequity was an effect of many causes and that we needed a multi-level change strategy. Our efforts were aimed at a diverse set of targets including practicing educators, educators in training, school boards, degree and credential programs, and other educational agencies. We viewed all targets as interdependently related and the relationships among them as changing continuously. In Chapter 3 we describe our efforts to change individual attitudes, behaviors, and understandings. In Chapter 4 we summarize our attempts to change organizational policies and practices, notably those practices that have been labeled as "institutional sexism." In Chapter 5, we present the naxus of all our change efforts—local school district hiring practices. Hiring as a result of individual attitudes and behaviors as well as traditional and sexist policies concerning recruitment and screening. In Chapter 6 we evaluate our specific activities, and attempt to assess the relative worth of various activities. And in Chapter 7 we synthesize our work to advise people in other states. Our advice is derived from a combination of our objective evidence and our subjective impressions. An appendix includes copies of forms, several "how-to" descriptions, and other materials we believe may be relevant to others attempting to achieve sex equity in educational leadership.

This book represents a cooperative endeavor involving all members of the SEEL Project staff. Different people had responsibilities for collecting the data and summarizing the various activities in each section. The following people were responsible for the original chapter drafts: Chapter 1 by Rita Pougiales and Patricia Schmuck, Chapter 2 by Mary Ann Smith and Rita Pougiales, Chapter 3 by Patricia Schmuck and Sakre Edson, Chapter 4 by Ken Kempner, Peg Williams, and Joan Kalvelage, Chapter 5 by Patricia Schmuck and Spencer Wyant, Chapter 6 by Ken Kempner, Rita Pougiales and Jean Stockard, and Chapter 7 by Jean Stockard. The appendix was organized and compiled by Nancy Gubka and Carole Starling.

This book was written as a companion piece to two other SEEL products, *Sex Equity in Educational Leadership: Women Getting Together and Getting Ahead* by Mary Ann Smith, and *Sex Equity in Educational Leadership: An Aanalysis of a Planned Social Change Project* by Jean Stockard.

1

Women's Representation in School Leadership: A Historical Overview

Arithmetic
Geography
Spelling

Women always have been important participants in the education of our nation's youth. At home and within schools, women have played a multitude of educational roles. Indeed, it is historical irony that in 1976 a project should be funded by the Office of Education to try to increase the number of female school administrators. It was only 50 years ago that the same agency published an article called, "The Woman Principal: A Fixture in American Schools." Time has proved that she was not a fixture. In this chapter, women's role as educational leaders will be reviewed. Their decline in roles such as elementary principal will be described and a summary provided of the historical, social, and economic variables which appear to be related to women's participation in public schools.

Changing Sex Composition: A Description

Since the latter part of the Nineteenth Century, women have predominated as elementary school teachers. Female teachers represented 66 percent of the teaching force in 1870 and their representation grew to 85 percent in the 1930s.[1] Today women's proportional representation is back again at the level it was in the latter part of the Nineteenth Century—66 percent. These data concerning the relative proportions of male to female teachers are reported by many historians and they agree about the shifting sex composition of public school teachers in the U.S.

The data about women's participation in administrative roles, however, are not so clear.[2] One source reported in 1910 that the category of "supervisory officers" included 14,392 positions in the nation's public schools and 7,605 of them (53 percent) were filled by women.[3] Because this category does not differentiate between different educational roles, one cannot discern what specific positions were held by women. Presumably most of the female administrators cited in 1910 were elementary principals because in 1926 women held 55 percent of those positions.[4]

In 1926 women held other administrative roles as well. About 25 percent of all county superintendents were women.[5] The position of *county* superintendent should be differentiated from *local* school district superintendent. In the 1920s most local districts were so small they did not have local district superintendents; the major administrator was the superintendent in the county unit who administered schools in several towns. As schools and districts grew, they hired their own superintendents. Certainly the role of the county superintendent has changed dramatically over the last half of a century. Although women often occupied the role of county superintendent in the past, they never fared very well as local district superintendents. There have been some notable exceptions, such as Ella Flagg Young, who was district superintendent of Chicago schools at the beginning of the Twentieth Century. Her exceptional status is indicated in a 1909 editorial in a Chicago paper:[6]

> The election of a woman to be superintendent of schools in the second largest city in the United States is in violation of precedent. If any man among the candidates had possessed all the qualifications recognized in Mrs. Young, her sex might have been against her.

Yet, in the most prestigious managerial positions in education women were represented only in the minority; in 1926 women comprised 8 percent of university and college presidents, 14 percent of heads of departments of education, and 8 percent of the members of the National Association of Secondary School Principals.[7]

Changing Sex Composition: A Case of Economics

Historians are not altogether clear about the reasons teaching changed from a position occupied primarily by males to a position occupied primarily by females. Some assert the "feminization" of the teaching force occurred for primarily economic reasons; women were cheaper to hire than men.[8] Economic considerations clearly entered the picture; schooling was becoming imperative for an industrial society, and the cost of

[1] Donovan, Frances. *The School Ma'am*. New York: Frederick Stockes Company, 1938. Reprinted New York: Arno Press, 1974. Strober, Myra and Tyack, David. "Sexual Asymmetry in Educational Employment: Male Manager and Female Teachers." Unpublished paper. Palo Alto, CA: Stanford University, 1977.

[2] Whereas historical data on the sex of administrators is difficult to find, the fact is that many state departments of education still do not compile records by sex. Oregon has done so only since 1975. Many other states currently do not compile data on administrators by sex. Furthermore, national statistics about sex distributions are not compiled regularly. Educators are urged to request state figures on professional employees be categorized by sex for three reasons. First, it's important for affirmative action required by law. Second, it will help historians and social scientists analyze the sex structuring of educational institutions. And finally, an assessment of the current situation is imperative as a first step toward sex equity in school administration.

[3] U.S. Commission of Education. *1910 Report*, pp. 688-689. Washington, DC: U.S. Government Printing Office, 1911. Cited in Gribskov, Margaret. "Feminism and the Woman Administrator." In *Women and Educational Leadership: A Reader*. (Sari Knopp Biklen and Marilyn Brannigan, Eds.). New York: Lexington Books. 1980.

[4] National Education Association. *Bulletin of the Department of Elementary School Principals*. Washington, DC: National Education Association, October 1927.

[5] Gribskov. *Feminism*, 1980.

[6] McManis, John T. *Ella Flagg Young*. Chicago: A. C. McClurg, 1916.

[7] Gribskov. *Feminism*, 1980.

[8] Strober, Myra and Tyack, David. *Sexual Asymmetry*, 1977. Tyack, David. *The One Best System*. Cambridge, MA: Harvard University Press, 1974:61-2.

schooling was spiraling upward. A 1905 National Education Association survey of 467 city school systems revealed that the average annual salary of male elementary teachers was $1,116, while the salary of female elementary teachers was $650.00. A male elementary principal was paid $1,542 and a female elementary principal $970.00. Therefore, it seems that when confronted with a choice between a less expensive female applicant and a more expensive male, many school boards opted for cutting costs and hiring females. They had a clear economic incentive for hiring women in the elementary schools and negative attitudes towards women's capabilities were apparently overridden for the sake of expediency.

This invidious pay differential between the sexes was not unique to education. By 1930, ten states passed laws providing equal pay for equal work and by 1963 salaries differentiated by sex finally crumbled, at least in law, with the Equal Pay Act. This movement toward equal pay within job categories removed one advantage—although dubious—for women's representation in the education profession. They were no longer cheaper than men. Thus, the early pay differentials which prompted women's entry into school teaching and administration virtually disappeared and the number of men teachers and elementary principals rose steadily.

In Biblical times, the worth of an adult male was 50 shekels of silver; a female was worth 30 shekels of silver, or 60 percent as stated by Leviticus. Although it is now illegal to pay different salaries for the same work, the fact is that in the labor force generally women's average earnings still are about 60 percent of men's average earnings.[9] Presumably, one reason to account for men's higher median salary is that men as a group, compared to women as a group, have had more years of employment. Figures holding education and experience constant, however, still indicate pay discrepancies. This is because the labor market and the education profession are segregated by sex. Those positions which are traditionally filled by women tend to be lower in pay than those positions traditionally held by men.

Changing Sex Composition: A Case of Feminist Ideology

Many people have inaccurately typified the earlier American feminists as primarily concerned with the suffrage issue. In truth, the feminist movement of the late Nineteenth Century and early Twentieth Century was very diverse. The first feminist convention, held in Seneca Falls, New York, in 1848, denounced *all* forms of inequality. The convention unanimously resolved that women should have "equal participation with men in the various trades, professions, and commerce." The convention was, however, divided concerning suffrage.[10]

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[9] *On Campus With Women.* Winter 1979, 22:3.

[10] Melder, Keith. *Beginnings of Sisterhood.* New York: Schoben Books, 1977:147.

There continued to be much debate about ideas of equal rights for women. In 1893, Alice Stone Blackwell addressed a concern that is often raised today:[11]

> The same fearful prediction, that women would be turned into men, has been made before each successive step of the equal rights movement. It was made before in regard to higher education, in regard to the opening of colleges and of the professions; but hitherto it has proved groundless. In Wyoming and in England where women have been voting since 1869, they are not perceptibly less womanly than before. Experience is the best of tests; and experience thus far has borne out Whittier's prediction, made years ago: "I have no fear that men will be less manly or woman less womanly, when men and women have equal rights before the law."

During the late 1800s and early 1900s the women's rights movement attracted women interested in a variety of educational reform issues such as kindergartens, vocational education, and sometimes even sex education. At the turn of the century, in the newly developing western states, women created and ran schools. They were not only the originators of many community schools, they also became the teachers and the administrators and they were active in other community affairs. Margaret Gribskov's research from original documents from state department, community, and state archives has uncovered information about women's participation as educational administrators in the west. Her data indicate women were very visible in a number of roles in western schools, including administration.[12]

Gribskov argues that women's active participation in schools was connected to a network of women active in all aspects of the community. Women were active in school administration because they were also active in community governance, the practice of medicine and other service activities. They exercised their options as citizens, as leaders, and as educators. For instance, although universal suffrage was not granted until 1920, by 1910 there were 24 states (mainly in the West and Midwest) in which women voted in school elections. In most of these states, women could and did hold elective offices.

Ironically, the frustration of suffragettes at the federal level may have helped feminists at the state level win unprecedented victories in education. From the late 1800s to 1920, the attention of feminists was focused upon school elections with an intensity that has rarely, if ever, been equalled. However, the movement was eventually swallowed into the single issue of suffrage and the feminist movement lay dormant for several decades after the passage of the 19th Amendment. Women's demise as school administrators occurred during this dormant period. Can today's feminists equal and surpass the achievements of their sisters of a half a century ago?

[11] Blackwell, Alice Stone. "Making Women into Men." In *The Women's Journal*. Boston, January 4, 1893. Cited in *The American Sisterhood*. Wendy Martin (Ed.). New York: Harper and Row, 1972.

[12] Gribskov. *Feminism*, 1980.

As in the past, perhaps the key to women's increased participation in educational governance is the awakening of a feminist consciousness.

Changing Sex Composition: A Case of Hierarchy and Stratification

The cresting of the first wave of feminism paralleled the cresting of another major social and economic movement, "the cult of efficiency."[13] In the late Nineteenth Century schools began to undergo massive reorganization. Schools were modeled after the ideal of an efficient business. They were to be cost effective. A hierarchy of administrative positions was created; each position was designed to carry out specific functions, unlike the more traditional one-room schoolhouse where the teacher performed all the functions. Schools then, as now, were accused of not processing students quickly enough or cheaply enough. Without tenure, clearly defined authority or professional status, educators were vulnerable to this attack. Educators were also hard-pressed to keep up with the rapid growth of public schools. The number of schools grew, the size of schools grew, and a complex administrative hierarchy was created to coordinate all the people and buildings. From 1900 to 1928, compulsory education laws were enforced more consistently and consequently, public demand for secondary education also increased dramatically. The influx of immigrants placed new demands upon teachers and despite the rhetoric of "efficiency," cost per pupil rose steadily.[14] In 1870, the Quincy Grammar School found one solution to the costly problem of organizing schools efficiently:[15]

> As schools become larger the best results will be obtained at the least expense. . . One man could be placed in charge of an entire graded school of 500 students. Under his direction could be placed a number of female assistants. Females are not only adaptable but carefully trained to fill such positions . . . excepting the master's place which sometimes requires a man's force . . . and the competition is so great that their services command less than one half the wages of male teachers.

The one-room schoolhouse which had dominated the American landscape evolved into an efficient, age-graded, crowded, urban school, accommodating the educational needs of a diverse population. Schools required coordination, control, and even more specified role assignments. This increased hierarchical structuring of school roles blended with the ideology of women's and men's place in the society. Men became the managers of the women.

The increased bureaucratization of schools supported and further differentiated the sex segregation already apparent in the society. Men's work and women's work were differentiated by the creation of specified educational roles. The stratification of the sexes in the society was mirrored in the educational institution; the work defined as men's work was given greater prestige and pay than the work defined as women's work. The institution perpetuated sex segregation and stratification.

Changing Sex Composition: A Case of Societal Changes

The G.I. Bill of post-World War II contributed dramatically to the increased representation of men as teachers. In 1938 men represented 20 percent of public school teachers and in 1974 they represented 35 percent of teachers. (These figures do not include administrative positions which are primarily held by men.[16]) Many veterans of World War II, who otherwise would not have attended normal schools, colleges, and universities, did so with the support of the G.I. Bill.

Thus, after the war, there were many men with college degrees and many of them entered public school teaching. At the same time, it was a dormant period for a feminist consciousness. Many women who served as breadwinners for their families during the war returned to their more traditional roles as wives and mothers. Although women's labor force participation was never as low as pre-war levels, participation rates did not regain their 1945 level until 1961.[17] O'Connor presents it as simply a supply and demand issue. When there is a surplus of men for traditionally male fields, men move into fields predominated by women.[18]

World War II also prompted many school districts to change their restrictions regarding married women. Married women joined the ranks of educators and became administrators. However, they have since retired and there was no other significant female cohort which took over administrative roles.

The influx of men supported by the G.I. Bill led not only to more men in education, but also to a social class difference between women and men in the field. Comparisons between male and female educators indicate

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[13] Callahan, Raymond E. *Education and the Cult of Efficiency*. Chicago: University of Chicago Press, 1962.

[14] Spring, Joel. *Education and the Rise of the Corporate State*. Boston: Beacon Press, 1972.

Tyack. *The One Best System*, 1974.

[15] Katz, Michael. "The New Departure in Quincy, 1873-81: The Nature of 19th Century Educational Reform." In *Education in American History*. M. Katz (Ed.). New York: Prague Publishers, 1973.

[16] Neidig, Marilyn. "The Rise and Decline of Women Administrators." *American School Board Journal*, June, 1976.

[17] Blau, Francine. "Women in the Labor Force: An Overview." In *Women: A Feminist Perspective*. J. Freeman (Ed). Palo Alto, CA: Mayfield Publishing Company, 1975.

[18] O'Connor, James F. "Changes in the Sex Composition of High Status Female Occupations: An Analysis of Teaching. 1950-1970." Unpublished paper, University of Illinois at Urbana-Champaign, 1977. WP 7619.

that men more often come from lower social classes and rural areas than do women, who tend to come from professional families and urban centers.[19] Education became a mobility ladder for men, but for women it was simply one of the few occupations open to them.

Another societal change was the increased status and benefits of public school education; it became possible to support a family with the wages of a school teacher. One woman said:[20]

> We have to give men their quarter. It was when men finally came into education—after World War II—that they were militant enough to get pay raises and make it a respectable profession.

The presence of men in a field is usually related to its prestige and value in the society. An occupation or profession that is mostly female does not have the same prestige as a field predominately male. As Frances Donovan predicted in 1938, the increased importance of schooling has resulted in "the school ma'am (having) more male competition in the classroom."[21]

[19] Gross, Neal and Trask, Anne. *The Sex Factor and the Management of Schools.* New York: John Wiley and Sons, 1976.

[20] Schmuck, Patricia. *Sex Differentiation in Public School Administration.* Arlington, Virginia: NCAWE, 1976.

[21] Donovan. *The School Ma'am*, 1938, 1974.

Another post-World War II change has facilitated men's entry into administration—school consolidation. The number of school districts has fallen 20 percent every decade since 1945. Whereas in 1945 there were 101,382 school districts, today there are 16,211 school districts—only 16 percent of the 1945 figure.[22] As schools and districts became consolidated, women principals or head teachers of local schools were placed under the direction of a male principal. The advice of the Quincy Grammar School Committee was finally followed—one man was placed in charge of the women teachers.

As we have shown, there were several social forces at work which influenced women's participation in management. They were:

- **the increased number of students to be educated**
- **the increased number of men in the profession**
- **decreasing numbers of school districts**
- **the increased hierarchy of offices and sex differentiated roles**
- **laws mandating equal pay for equal work**
- **the rising salaries and benefits**
- **the increased numbers of married women teachers**
- **the dormant feminist ideology of women**
- **the presumption that schools should be modeled after business**

All of these forces have interacted to affect the generally declining participation of women in education. This is illustrated in Figure 1.

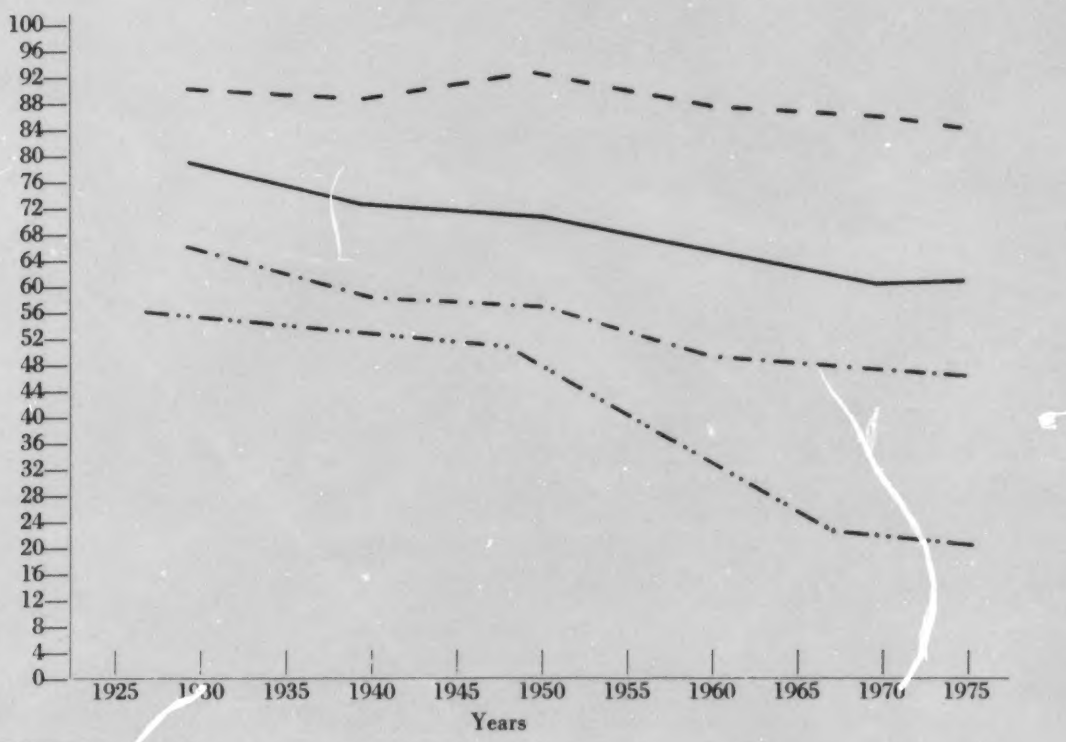
[22] U.S. Department of HEW. *Digest of Educational Statistics 1977-1978.* U.S. Government Printing Office, 1979.

The Changing Role of the Elementary Principal

The elementary school principalship offers a case in point to illustrate how the various social forces influenced the changing sex composition of public school administration. Since 1928 the percentage of women elementary principals has steadily declined; whereas in 1928, 55 percent of elementary principals were women, that figure dwindled to 41 percent in 1948, 22 percent in 1968, and 20 percent in 1973. The decline of women elementary school principals has been more dramatic than the decline of women in all other administrative positions.

It should be noted that the elementary school principalship is also a fairly unique administrative position; it is not a step on a career ladder for higher administrative posts. Superintendents, for instance, are almost universally drawn from secondary schools. The elementary principal position is usually a path to nowhere.

Figure 1: The Representation of Women in Sub-Areas of the Education Profession, 1928-1974.[23]



[23] Sources: Grant, W. V. and Lind, C. G., 1977; Digest of Educational Statistics, 1976; National Center for Education Statistics, HEW; and Fishel, Andrew and Pottker, Janice, 1974, "Women in Educational Governance: A Statistical Portrait," Educational Researcher, 4-7. These figures should be read with some caution. After examining the original sources of these figures, Charters concluded that the statistics may have overestimated women's representation in earlier years. The general trend of a decline in women's representation in elementary principalships is undoubtedly true but this figure may overestimate the degree of that decline, at least for the year 1928. W. W. Charters, Jr. "The Decline of Female Principals: A Problem in the Data." Unpublished paper, CEPM, University of Oregon, 1979.

Elementary principals retire as elementary principals. Although the elementary principal is indisputably important and valuable, there are several questions regarding this role. Is the elementary principal role not an upward route into administration because it has been historically female? Or, does the role of elementary principal more often attract women because it does not lead to higher positions of responsibility and authority?

Karen Gaertner has studied the mobility ladder of administrative positions in one state; she observed that the elementary principalship tends to be a terminal position for people in that role.[24] Men, more frequently than women, however, move from that position into secondary education. While it should not be implied that women should not seek this role, Gaertner's advice is perhaps worth following. It is questionable whether increasing the number of women elementary principals will be an effective strategy to increase the number of women in other administrative positions.

As the sex composition of the elementary principalship changed, so did the role change. Elementary principals increasingly have become middle managers, supervising staffs of primarily female (but increasingly male) teachers under the direction of superintendents (usually male). The role of instructional leader has given way to the role of manager; the coordinator of classroom activities has become a cog between the school and the central office; the organizer of teachers now sits across the bargaining table.

It is interesting to note that these changes in role definition parallel changes in the sex composition. When women occupied the role, the requirements and expected functions were different than today, when men occupy the role. The parallel change of function and sex composition also has happened in other areas. Bank tellers, for instance, formerly required mathematical abilities and at that time they were men. Today, bank tellers use machines and are important for public relations, and now they are primarily women. Tyack refers to the invention of the typewriter as an impetus for the change from male to female in clerical positions. Males used to be secretaries and clerks. Today these roles are almost invariably female.

There are some who suggest the role of the principal is again changing and is becoming more characteristic of those attributes which are stereotyped as female.[25] Listening, being supportive of teachers, running effective meetings without dominating, and nurturing children are some characteristics of the "humanistic leader." Of course, not all women and not all men are what the stereotypes impute they are. The effective leader exhibits behavior which is both stereotypically feminine and masculine. The effective leader is both tough and tender.

Ultimately, of course, sex-typing must be eliminated so that all individuals will be free to pursue their occupational interests. Some people are becoming increasingly aware of sex inequities. Yet significant occupational changes and increased opportunities for women must be implemented throughout society before our cultural practices keep pace with changing values. The following chapters describe one project's attempt to change women's opportunities in Oregon.

[24] Gaertner, Karen N. "Organizational Careers in Public School Administration." Paper presented to the Annual Meeting of American Sociological Association, San Francisco, 1978.

[25] Sizemore, Barbara A. "Will the Woman Administrator Make A Difference?" Paper presented at the American Association of School Administrators Annual Convention, Atlantic City, New Jersey, February 1973.

2

Sex Equity in Educational Leadership: A Project Description

The SEEL Project was funded to test strategies that could be replicated elsewhere to increase the number of women in educational administration. Although the strategies can be replicated, the activities carried out in Oregon cannot be divorced from the people involved, the social context, and the variety of idiosyncratic characteristics that uniquely brand any single change effort. This chapter is included so readers might understand the social and psychological context of the SEEL Project.

It is possible that a description of three years' work, written in hindsight and compacted into a book, might appear as if all efforts and plans had been systematically diagnosed, effectively carried out, and impartially judged. This was not the case for the SEEL Project, for change does not happen in such a systematic or linear fashion. Events happen simultaneously. People learn and move in uncharted directions. The same plan works well one day and fails miserably the next. Social change is a complex procedure involving intricate relationships between goals, values, personalities, and situations. This chapter was written with these considerations in mind. It paints a picture of the SEEL staff and their environment. It includes four sections: (a) an overview of the project goals and setting, (b) staff members and working norms, (c) selected project activities, and (d) crucial changes in the project's development.

An Overview of Project Goals and Setting

In Spring 1976, a proposal titled "Developing a Model for Sex Equity in Oregon's Public School Administration" was submitted to the newly formed Women's Educational Equity Act Program (WEEAP) of the U.S. Department of Education.[1] This proposal evolved from the 1974 field research by Patricia Schmuck, *Sex Differentiation in School Administration*, which examined women's absence in educational administration in Oregon.[2] Schmuck noted three primary occupational barriers to women: (1) limited occupational choices due to sex role assumptions and behaviors, (2) lack of sufficient advanced training in administration, and (3) formal and informal discriminatory recruitment and selection processes. The proposal offered concrete and specific activities to counteract these identified barriers.

In the proposal six major goals were identified. First, because the data showed that administration was so clearly sex-typed, disseminating information about the problem was an important initial step. Thus, the first goal was to build awareness of this issue. Second, administrative preparation programs ignored sex role issues, and women often encountered problems because of their minority status. So, the next goal was to change the content of administrative training programs to include sex role issues. Third, the literature clearly showed that administration was often not a career choice of females. Therefore, another goal was to train and recruit women to fill such positions. Those three goals were the substance of the action program. In addition, there were goals to conduct research, to assure continuity of activities in Oregon, and to disseminate findings. SEEL was an activities oriented project. Staff members carried out about 30 different activities; each activity was part of the overall strategy for reaching a particular goal.

Admittedly, this variety of activities was a "shot gun" approach intended to reach diverse audiences, including students in administrative training programs, females in education, career counselors, personnel directors, and people in administrative positions. In addition, the staff thought that groups and agencies such as school boards, administrative teams, school faculties, universities, the state department of education, and administrators' organizations were important audiences.

Moreover, staff members thought efforts directed at a wide variety of audiences would produce a more integrated change. They believed information could be obtained from various populations regarding those areas holding most promise for other states to bring about change. Figure 2 summarizes the purposes, activities, target audiences and progress of SEEL strategies.

The Setting: Center for Educational Policy and Management

The SEEL Project was housed at the University of Oregon, co-sponsored by the Center for Educational Policy and Management (CEPM) and Center for the Sociological Study of Women (CSSW). The project was located in CEPM which is a federally-funded research and development center.

In addition to about six research projects, CEPM includes a graduate degree program, and an educational resources information center (ERIC). It employs a small staff of about 25 professionals. Two of the SEEL proposal developers were the only female professional staff in CEPM. During the Center's history there had been only five female professionals on the staff, and in 1975 it was cited in a sex discrimination complaint. This experience no doubt raised a great many people's sensitivity to the political and legal aspects of sex discrimination. Perhaps it also contributed to creating administrative support for a project on equity issues.

The Center for the Sociological Study of Women (CSSW) had an excellent library on women's issues, and a small paid staff and a volunteer staff of faculty committed to a feminist ideology. One co-investigator of the SEEL Project was a member of CSSW. Because

[1] For a history of WEEA and related federal legislation see Fishel, Andrew and Pottker, Janice. *Sex Discrimination Law and Federal Policy*. New York: Lexington Books, 1977.

[2] Schmuck, Patricia A. *Sex Differentiation in Public School Administration*. Arlington, Virginia: NCAWE, 1976.

SEEL was located in CEPM, virtually all institutional contact was with CEPM personnel.

The Setting: The State of Oregon

It is important to note the larger setting of the SEEL Project in the state, particularly because the problems addressed by the SEEL proposal were based on research in Oregon. This initial research provided baseline data to build an action plan as well as evaluate the project's effectiveness. While people in other states can replicate activities, they must remember that SEEL strategies were based on particular problems. The degree to which states differ will affect the results of any replication of activities. For example, Oregon had only two state universities offering the administrative credential. In some states, such as Illinois, there are numerous institutions granting the administrative credential. Strategies to change administrative training programs, therefore, would have to be designed differently in the two states.

There are a number of characteristics that are relevant to the setting of such a project in Oregon. Its people, politics, and geography no doubt affected project activities. Most people probably know Oregon as the state where the "Governor of Oregon cordially invites you to visit California, Arizona or Afghanistan," or "where when you fall off your bike, you drown." These Oregon "ungreeting card" phrases are typical; Oregonians are independent, iconoclastic and idealistic. The Oregon Trail beckoned thousands of hardy pioneers in the 1840s and, as Oregonians joke, those who could read the signs came to Oregon. They established a territorial government in 1849 and became the 33rd state in 1859.

Oregon is politically a populist state and has been heavily Democratic. The two senators are Republican, however, and for the last 30 years Oregonians also have voted for the Republican presidential candidate in every election except the Johnson landslide in 1964. Eugene, Oregon was the home of Wayne Morse who typified the independent spirit many Oregonians admire. Senator Morse switched political parties in the midst of his political career and, with only one other senator, voted against the Tonkin Resolution supporting the controversial Vietnam conflict.

Figure 2
An Overview of the SEEL Project

What's the problem?

Women are inequitably represented as educational leaders in Oregon's public schools.

What causes sex inequity in educational leadership?

- Individuals cause inequity. Women and men create barriers to women's preparation, entry and advancement in educational leadership.
- Organizations cause inequity. Formal and informal policies and practices create barriers to women's preparation, entry, and advancement in educational leadership.

So what can be done?

- Try to change individuals.
- Try to change organizations.

This is what SEEL did:

SEEL tried to learn more about the problem and the solutions by:

- finding out about public attitudes toward female administrators (completed)
- documenting the screening process of an administrative hiree (partially completed)
- describing those women who are currently administrators (completed)
- documenting the advertisement, recruitment, screening and selection of every administrative opening in Oregon for one year (completed)

SEEL tried to change individuals by:

- publishing the SEEL Report quarterly (completed)
- organizing yearly state conferences (completed)
- providing consultation on male-female working relationships (completed, changed from original idea)
- making presentations to local, state and national groups (completed)
- directing efforts toward persons in career counseling (not completed, changed)
- providing career counseling to women (completed)
- preparing materials, books, research reports (completed)
- recruiting women to educational administration programs (completed)
- providing service to individuals seeking administrative positions (completed)

SEEL tried to change organizations by:

- forming a state-wide advisory group (completed)
- changing administrative requirements to include sex role issues (completed)
- organizing Oregon Women in Educational Administration (completed)
- recruiting women into intern programs (not completed)
- investigating and creating part-time and job-sharing positions (not completed)
- providing services to school districts in sex fair and affirmative action hiring (completed)
- teaching classes on a regular basis (completed)
- persuading organizations to give high priority to equity issues (not completed)
- making materials available to organizations (partially completed)

Oregon is the second largest Pacific Coast state. It has four natural geographical regions. First is the heavily populated Willamette Valley which includes Portland and Eugene, plus most of the industry and agriculture. Second is the less populated coastal area that relies on tourism. Third is the southern area which is oriented toward the lumber industry and is politically conservative. Fourth is the relatively uninhabited eastern Oregon region, covering more than half the state and tending to be politically conservative.

The geography and politics were important in planning project activities. For instance, one SEEL employee visiting schools in the eastern section of the state traveled 10,000 miles in six months. In 1974, there were 12 counties out of 36 that had no women in an administrative position in the public schools. All of those 12 counties were in eastern Oregon. When administrators in the area were asked why there were no women in management positions in schools, the immediate jesting reply was, "Well, here we still believe men are men, and women are women."[3]

The SEEL Project, as a state-wide change effort, had to consider such geographical variation. Yet Eugene, in the center valley region, was the location of the SEEL Project, where many activities were carried out. Eugene, as the home of the University of Oregon, tends to be more progressive in political and social concerns.

In 1976, there were already some consciousness activities about sex inequities; there had been a few statewide conferences on education and sexism. For example, in Eugene, Warren Farrell, the author of *The Liberated Man*, had been a keynote speaker at a well-attended conference where a superintendent of schools had participated in a parody of a beauty contest. In 1976, some statewide resources were also available. There were individuals who were aware of and trained in the issue of sex roles. There was some understanding of the political nature of the issue, so a few organizations were willing to include topics of sexism on their programs. There were other locations, however, where SEEL members learned to avoid terms like "sexism" or "sex-bias" or "sex-fair materials"; one person thought "sex-fair" indicated an event. In other places, sexism was thought to mean sex education. By 1976, some progress had been made throughout the state and the climate was ready for increased activity regarding sex role issues. Yet there was much work to be done.

It is important to note the SEEL Project began with a staff who had an extended family of professional and personal contacts in Oregon. Although only one native Oregonian was on the project, most of the staff had lived there for many years. This familiarity perhaps was to their advantage. Someone on the staff was familiar with leaders in most relevant institutions and many had numerous contacts in the universities, state agencies, and local school districts. Others knew researchers, consultants, and politically active feminists. Usually at least one staff member knew someone who could serve as an entry point to almost every significant person or power structure with which SEEL needed to interact. Although this familiarity might have limited the kinds of contacts that were made, most members believed it was a valuable asset. Staffs without such familiarity must often take years to build up such a network of contacts.

[3] Schmuck. *Sex Differentiation*, 1976.

A Description of Project Staff Members and Working Norms

Action projects depend heavily on the individuals involved. Not only are individual skills and capabilities important, but personality characteristics, behaviors and values are equally important. The SEEL staff members were decisive ingredients in the success or failure of the activities carried out.

There was a general division of labor because most people worked only part-time. The following list describes the staff positions, general full-time equivalent (FTE), and major responsibilities:

Director (1.0 FTE)—general project coordination, teaching, writing and field work.

Senior Investigator (.3 FTE)—writing, teaching, supervising, research and evaluation.

Research Associate (.2 FTE)—writing, teaching and staff consultant.

Research Associate (.5 FTE)—coordination of Oregon Network.

2 Graduate Research Assistants (.3 FTE each)—evaluation and documentation.

3 Graduate Research Assistants (.3 FTE each)—writing, teaching and field work.

1 Research Assistant (.5 FTE)—editor of SEEL Report and staff support.

1 Research Assistant (.5 FTE)—first year only.

1 Secretary (.5 FTE)—general project coordination and clerical support.

The staff's professional backgrounds varied; some areas included law, special education, sociology, counseling, public school teaching, consulting, communications and anthropology. The two senior staff people were a sociologist and an educator. There were many complementary attributes of the two primary investigators. One was employed within CEPM, the other within the Sociology Department. One was trained primarily in research methodology and statistical procedures; the other was a practicing educator who had conducted school consultation and training in group processes. The ages of the staff spanned approximately two decades

from late 20s to early 50s; some were married, others divorced or single. Some had children. All were white, except a black woman who job-shared the Research Assistant position the first year. Two were male.

Staff Skills

At the first retreat in 1976 the staff noted how people's strengths, skills, and other qualities complemented one another. There were people who had skills in public speaking, teaching, consulting, writing, editing, graphics, curriculum development, evaluation, and research design. Equally important as the variety of talents was the variety of personalities. There were people who were charismatic leaders and people who were concerned about group processes. There were planners and organizers who could chart out future directions. There were detail people who could follow through on activities. There were people who would always question the value or the validity of tasks. And there were people to talk to about problems and feelings. At the end of the first meeting in 1976, a staff member summarized, "The group seemed terribly impressed with the variety of talents and skills—no one seemed to get stuck with anything they saw as scut work—all seemed to feel quite positive."

In 1977 an outside case evaluator wrote about the project staff:[4]

> The project staff works as a viable team with a diversity of approaches and personalities but with a oneness in its enthusiasm and commitment to the project. Each staff member is encouraged to take on responsibility as well as to delegate authority with comfort. I was impressed by the willingness of each staff member to take the initiative in all of the project activities whether large or small; at the staff meeting, for example, at least two people volunteered (one with primary responsibility and one to provide back-up assistance) for each of the many tasks involved in planning the upcoming conference. The staff has evaluated its own strengths and weaknesses as a working unit.

Working Relationships

A particularly strong SEEL work norm was the equal value given to professional and personal goals; most staff members believed it was important to know and understand each other personally and professionally. This norm, combined with the dedication to the mission of increasing the number of women in educational administration in Oregon, made SEEL a highly charged project. The norm of personal and professional life integration was established immediately during the first staff meeting, a two-day retreat at a member's home to bring everyone "aboard." How the staff worked together was just as important as what work got done. They were committed to improving the quality of their work life, as well as to breaking down the barriers that inhibited women from seeking administrative careers.

Some staff members had extensive background in group dynamics and organizational development. These people were consistently forceful in persuading others that staff retreats were critical, so retreats were held every six months. In some instances, outside consultants were used; at other times, staff members took on responsibility for designing and convening the retreats. Weekly staff meetings included both task and emotional concerns. These weekly meetings had three designated

[4] Fernandes, Kathy. *Report on First Site Visit.* Washington, DC: American Institute of Research, 1977.

roles—a convener, a recorder, and a process person. The convener outlined agenda items, kept the group on target, and kept time. The recorder took minutes and the process person conducted an evaluation of the meeting. The roles were rotated each week. Perhaps because of the number of people trained in consultation, they followed the basic tenet of social psychology that groups have formal and informal aspects, as well as work issues and emotional issues. SEEL members tried to deal with all of these issues periodically, so that tasks were not inhibited because of unresolved conflicts. In general, they were successful. SEEL was an ideal work setting for most people: they were working on an issue they cared about deeply, they respected their colleagues, they believed in democracy and they felt the quality of work relationships was important. For several staff members, the SEEL Project was a high point of their personal and professional lives.

Despite the generally positive working relationship, there were some problems. A major weakness was that some individuals were too fearful of hurting others' feelings. Although members were supportive, they were not eager to confront others; people were hesitant to say something that might hurt somebody.

A second weakness involved the different personal and professional styles of two senior staff members. Whereas one liked to work quickly and to confront differences head on, the other disliked direct confrontations. Whereas one liked to gather data, think carefully, and arrive at her conclusions systematically, the other sometimes grew impatient with this style. Although both understood their different styles, they never became comfortable working together. This unresolved conflict took its toll on other staff members, especially graduate students, who felt close to both people and who were often dependent on both of them. It was resolved primarily by explicitly structuring work loads and assignments so that the two people were not highly interdependent.

This conflict illustrates the importance of having working relationships that support, rather than detract from, the tasks of a group. Although SEEL Project staff was a functionally effective group, the emotional undertones undoubtedly interfered with some productive work.

In the following section, three examples are presented to illustrate how the staff worked and the kinds of problems that arose. The illustrations include (1) project changes in staffing, (2) the agenda and results of the first staff retreat, and (3) a prototype of a weekly staff meeting. In the last major section, crucial ideological and strategy changes in the project will be discussed. The illustrations are to provide a picture of the project at different time periods. Frequently, a project description indicates that if people diagnose carefully, plan systematically and work effectively, their efforts will be successful. In reality, as noted earlier, all change efforts are influenced by a number of uncontrollable variables: plans change, people learn and external forces intervene. This is the reality of action projects attempting to change the social order.

A Description of Selected Project Activities

Although most of the activities designated in the original proposal were carried out, some important changes occurred during the life of the project. Notably, SEEL members changed plans regarding staff and questioned or changed their stance on a major substantive area. Also, during the first year events occurred which dramatically changed the course of the project.

Staffing Changes

The original plan was to hire two graduate research assistants. Eventually, five were hired. This is one major fact of a university-based project that may not be true elsewhere. A pool of highly capable people is available to work as graduate research assistants. In the first case, job descriptions were sent out to graduate students and the screening committee could not decide among three, so all were hired at approximately the same F.T.E. In the hiring of the other two graduate assistants, an unfulfilled need became quickly apparent. In January 1977, the SEEL staff became concerned that data were "slipping through the cracks." They could not plan strategy, develop programs, be out in the field, *and* simultaneously keep track of what they did. A project documentor was needed. This need was indicated in a February 1977 memo entitled, "Plugging the Documentation Holes, or How to Nail Jello to the Wall, or Answers to the Question, 'What the Hell Does a Documentor Do?'" They again advertised for a graduate assistant. Again, there were two finalists between whom the staff could not decide and again, the staff split the one job into two with reduced F.T.E.s so that both applicants could be hired.

It also became apparent that an all-female staff might present some problems. Within CEPM there had been jokes about "reverse discrimination" and one CEPM staff person noted, "You must be discriminating because you have only hired women." Two males joined the staff, one in the first year as a graduate research assistant and one in the second year as a research associate. It must be noted that they added to the credibility of SEEL with certain predominantly male audiences.

SEEL also changed in regard to the role of the secretary. Staff members were sensitive to the fact that the secretary's job is typically regarded as a demeaning and low-status position. At first they agreed not to hire a secretary and to share secretarial chores among themselves. By January this utopian dream had fallen by the wayside because essential work was not being accomplished. SEEL staff members had confused the low status generally accorded the secretarial role with the actual demands of knowledge, expertise, and continuity of attention that the position required. A secretary was hired, and she quickly became an indispensable resource for the staff.

The First Retreat: A Case Example

The retreat is described in some detail because norms get set very early in interdependent work groups. This description can give a flavor of the processes used and the work norms established.

The first retreat was held October 14-15, 1976, at the home of a research associate. It had three purposes: (1) to become acquainted, (2) to understand the project goals, and (3) to make work assignments. The retreat was designed so that the first day was primarily for getting acquainted and the second was for getting the tasks underway. An outside consultant was hired to convene the group, and she planned the design with the help of some project members.

Personal and professional relationships The consultant formed people in pairs to talk about themselves with every other person on the project. Next, the writers of the proposal discussed their vision of the project, and the work it would require. Staff members next shared their professional and personal interests and skills by answering the following questions:

- *What are your personal concerns, fears, misgivings, and hopes about being in this project?*
- *Share your background including education, job experiences, marital history, interests, etc., or whatever you think will give us an insight into how you will interact on this project.*
- *What sorts of resources do you bring to the group? What kinds of skills, resources and information would you like to gain from people in this group?*

The staff members sat in a large circle and each person took five minutes to answer the questions. Individuals varied in their answers; some responded in very personal ways about painful memories such as the traumas of divorce or separation and a daughter's recent mental breakdown and suicide. Others shared in less specific ways about anxieties and fears. For some, it was a unique and new work situation; for others it was an accepted pattern of working. This sharing early set the tone that openness about one's personal life was legitimate in the workplace. The degree to which people were public or private about their personal life remained varied throughout the project. Some people shared a lot of personal concerns; some only related work issues.

Working Agreements The consultant presented a problem-solving design and the staff was asked to brainstorm ideas for "How are we going to work together as a group?" They listed 28 different working concerns and agreed to check periodically on how they were working. Some of the agreements about working together were that there would be discussions of how each meeting went which was led by a process person, that convener and recorder roles would be rotated, that it would be OK to ask for help, that some tasks didn't have to be perfect, that individuals should be free to say "no" to tasks they didn't want to do, and that the director was to initiate ideas and provide direction.

A second round of questions focused on the personal work styles and feelings about feminism. The questions were:

- *Share with us your personal strengths and weaknesses. What sorts of responses do you want or not want to these strengths and weaknesses?*

- *What are the personal roots of your feelings about feminism and/or work?*

- *What kinds of things do you see yourself doing in two, five, and ten years?*

This round of questions gave staff members ideas about personal styles in working together. For example, one person said, "I don't care if you say you can't or won't do a job, but if you say you *will* do one by a certain date and don't produce, I consider it a personal betrayal." People learned not to miss deadlines when that person was involved. Although such an exercise did not guarantee that all problems would be avoided, staff members believed it helped develop shared expectations.

They also learned of differences in each other's commitment to feminism, which ranged from apathy to ardent support. Generally, they thought it was valuable to have such diversity represented, although most became increasingly militant during the three years. They discussed the group's process during the day, evaluated the meeting, and adjourned to the director's home for a potluck dinner.

One staff member wrote, "Was a long and tiring session because of the emotional energy involved—but was worthwhile—felt I really got to know the people involved. The group members seemed somewhat shy with each other but are getting looser. All are very open and honest people—no abrasive personalities. All are very bright."

A division of labor The proposal writers gave an overview of the 22 activities and immediate tasks were starred. People volunteered for those tasks in which they were most interested. Fortunately, someone was interested in every task. The total group divided into three task groups and brainstormed tasks and deadlines for an hour; their solutions were then reported to the total group. This process was repeated and people signed up for three more tasks, brainstormed solutions, and again reported to the total group. By the end of the

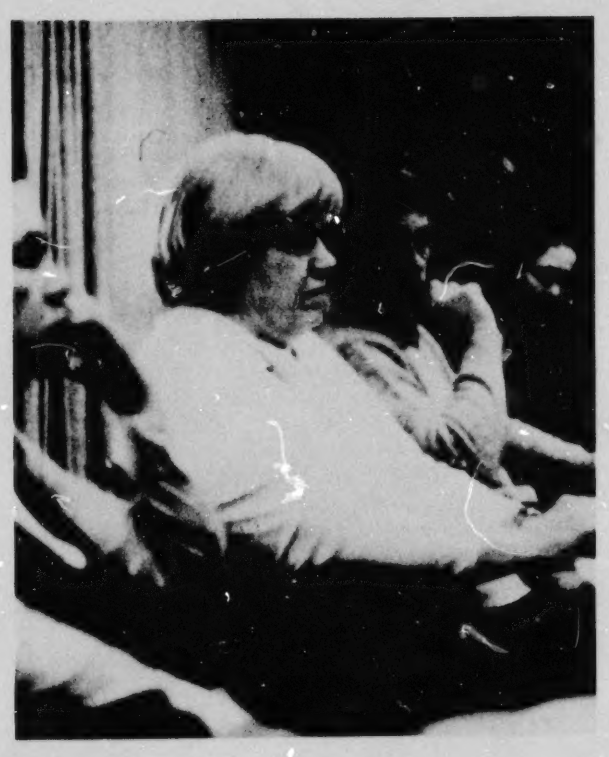
First SEEL Staff Meeting Agenda

Thursday, October 14

9:00- 9:30	Warm-up by consultant Overview by consultant
9:30-10:30	The project conceptualization by co-investigators
10:30-10:45	Break
10:45-12:15	Round 1: Get acquainted questions, led by staff members
12:15- 1:00	Lunch
1:00- 1:15	Minilecture: A problem-solving strategy, situation target, proposal, by consultant
1:15- 2:15	Targets: how would you like to see this group operate? Brainstorm
2:15- 2:30	Input: PERT: a task and timeline by research associate
2:30- 2:45	Break
2:45- 4:30	Round 2: Get acquainted questions, led by three staff members

Friday, October 15

9:00- 9:30	Warm-up, by consultant
9:30-10:30	PERT: overview of the 22 activities, by co-investigators
10:30-11:30	Three task groups: job-sharing, advisory board, maintenance
11:30-12:00	Task groups report to total group
12:00- 1:00	Lunch
1:00- 2:00	Three task groups: newsletter, conference, courses
2:00- 2:30	Task groups report to total group
2:30- 2:45	Break
2:45- ??	Debrief: how did it go, by consultant



first day, six major tasks had been outlined and work assignments made.

Debriefing In most work sessions, debriefing was the final activity. Debriefing was a simple process designed to find out how members felt about the meeting and what could be done to make it more effective. The debriefing for the first retreat indicated the high task orientation and that members began to identify with the work. One member said, "I don't feel the project is theirs (the proposal writers') anymore; I am part of it." The group had begun. This first staff retreat was described in detail because it was typical of how the staff worked throughout most of the project. The norms were beginning to be set. Nine months later, the resident ethnographer described the working norms, which looked fairly similar to the initial list of agreements.

A Weekly Staff Meeting

Throughout the three years SEEL established a weekly meeting time, although meetings were often cancelled if the agenda was not full. Since most people worked only part-time, schedules were difficult. At each staff meeting, there was a different convener, recorder, and process person.

The agenda was kept on a bulletin board and anyone added to it. Usually the director had the most contributions, since she was the only full-time person and had the larger vision of all project activities. The convener began the meetings (they usually started on time) by determining how much time each item would take. Each meeting began with an "update"—a chance for every person to say something. Following is a sample staff meeting agenda from January 1978.

Item	Type	Person	Time
1. Staff up-date	Information	Everyone	15 min.
2. Reevaluation of consultant role	Discussion	Director	10 min.
3. Administrators' Conference	Decision	Director	15 min.
4. Data collection at conference	Information	Evaluators	2 min.
5. Summer SEEL Report	Decision	Res. Asst.	10 min.
6. Telephone interviews	Information	ON Coord.	10 min.
7. Study for class	Information	Res. Assoc.	10 min.
8. U of O Faculty Award	Information	GRA	2 min.
9. Questionnaire/ meeting effectiveness	Discussion	Director	30 min.

Later norms In January 1979, the staff summarized their working relationships in retrospect. It should be noted that this survey was informal and conducted in an open meeting. It has been previously noted that one weakness was staff members' inability to confront others directly; thus, negative views might not have been voiced.

Climate They agreed the climate was generally warm, supportive, personal and open. They also mentioned that it was collaborative and that there was room for initiative and humor. All agreed that occasionally the atmosphere was charged.

Communication The staff agreed communication was usually good. Staff members thought the director was interested in their ideas and listened well. Problems arose most frequently because of part-time work; people would occasionally miss what was happening.

Leadership style All staff members agreed the director led in a participatory manner. They said she had charisma, was action-oriented, effective, concerned with individual's needs, allowed considerable initiative and helped the group coalesce.

Problem-solving Staff members thought they were poor problem identifiers and very competent problem-solvers. They said they brainstormed for a complex problem, that they thought well "on their feet," that they could build quickly and easily on other's ideas, and that the problem-solving was usually, although not always, a group process.

Decision-making Most staff members felt that decision-making was usually democratic and that there was a nice balance between group and individual decision-making. Most believed decisions were based on ex-

pertise and sensitivity. Two thought, in retrospect, that consensus decisions had been used more often than was necessary or efficient. All said that the co-investigators had veto power, which they used when appropriate and necessary.

Conflict resolution Most felt that a conflict was resolved well when it was job related or about content. Yet the unresolved conflict between the two staff members was often apparent.

Differences between the SEEL Project staff and other work groups Members noted that the openness of emotions and the level of cooperation were higher than those of previous groups they had worked in. They also noted that humor was never used as a put-down, and it was easier to admit mistakes and to ask for help than in most groups. These differences were particularly striking to those who had worked in other groups which were male dominated.

Crucial Project Changes

Although the issues of sex inequity had been systematically documented and the original proposal based on reasonable plans for what would work, two major changes occurred. One was a shift in ideology, the other in strategy.

A Shift in Ideology: SEEL's Position Regarding Less Than Full-Time Work

Originally several people on the SEEL Project enthusiastically embraced the idea that there should be alternatives to patterns of permanent full-time work. In fact, a position on the SEEL Project for a research assistant was designated as a job-sharing position for underemployed people. (An underemployed person is one who has skills and capabilities that are underused, usually in a low-status and low-paying job.) There was a great deal of interest in the job-sharing position; 135 people applied (89 women and 46 men) and 14 were interviewed. Two were chosen, though one left in the second year and was not replaced.

Some members on the staff attempted to change their previous ideological positions regarding job-sharing. Some people began research with strong values regarding job sharing. One person said, "My personal reasons for wanting to job-share blinded my vision of other people's reasons." With partisan views, some staff eagerly attacked a study of alternative work patterns which took a strong advocacy position. This eagerness

and partisanship were evident in the original proposal; a job-sharing position within a school district was to be created. This event never happened.

After a hastily prepared paper advocating the use of alternative patterns to meet affirmative action guidelines[5] and a more thoughtful search of the literature,[6] some of the impassioned fever changed to reflective scepticism. One staff member pointed out that use of nontraditional work patterns could "be an actual circumvention of the intent of affirmative action regulations. Job sharing also might divert attention from the need for full employment and for both men and women to share equally in family tasks because too often it is seen as a way to help women work and raise a family too."[7]

For instance, affirmative action statistics could easily be "padded" by splitting one job into two half-time positions and counting two new women incumbents, as two new employees. Some staff members also feared that promotion of job sharing as a way to allow women "to work and care for a family too" would simply perpetuate sex-role division in the family. Finally, given the low salaries most women earn and the fact that most working women work because their incomes are needed to support their families, job-sharing was seen as a realistic alternative for only a minority of women. Although some staff people continued to believe that less than full-time work was a worthy goal for men and women, they feared it could backfire as a strategy for change. Perhaps attention to job sharing could divert attention from the even more important needs of full employment in well-paying jobs for women.

A Shift in Strategy: An Audience Change

In February of 1977, what should have been a relatively minor event in the chronology of the project, the "Las Vegas Trip," became a major change point in the direction of the project.

The director was asked to speak at the convention of a national group of administrative women in Las Vegas on February 23-24, 1977, and to make a presentation at the annual convention of the American Association of School Administrators (AASA). This was a major presentation before a national audience of administrators.

The director and three staff members agreed to make the presentation and wrote a careful, well-documented speech on the position of women in administration today. They practiced the speech with the SEEL state advisory board and were told, "The audience will walk out." It was agreed the speech was inappropriate and would have to be "jazzed up." One speech was scrapped and another version prepared. A media person was invited to hear the new talk and help prepare a flip chart. His feedback was quick and direct: "That's tacky." He suggested preparing a slide-tape show. To objections that most SEEL members didn't even know how to operate a projector, he replied, "Don't play into the stereotyped image of helpless women!" That, of course, was an irresistible challenge. After ten days of picture-taking, script-writing and editing, they had prepared a slide-tape show and headed for Las Vegas.

The director later wrote about the reception of the slide show with the women's group. "The slide show was very well received and the empathy of the women and the energy they generated around the issue was exciting to us." At the women's meeting, a male speaker focused on the issue of women not using their power. He accused the women of being "pussy cats," and declared that women's representation in school management was women's problem—not the problem of the administrative organization. He pointed out the administrators' organization was helping but it was not a priority issue and said his organization would respond only if women demanded a response. His statements should have prepared the SEEL representatives for what they would find.

The SEEL group had anticipated presenting information to the national group of administrators. One graduate assistant wrote, "I was just a wide-eyed little girl who was sure all sorts of wonderful people would come and be impressed by our message." The space allocated at the convention center was in a very large room with four groups making separate presentations. Each group had a corner with a circle of 16 chairs. The SEEL staff was in a far corner. When the room filled up, they found they were very conspicuous because they were female. They were also conspicuous because of the absence of participants; a black man, a few women, and several friends made up their token audience. One man said he didn't need to hear about sex equity in educational leadership; he already had his Title IX officer who was "a cute little girl who's really doing all right."

Of the 20,000 administrators in Las Vegas, only *two* men came to the SEEL presentation. Staff members had a variety of reactions. The graduate students were very disappointed, and one said they had "worked for nothing." One staff member kept trying to lift their spirits by saying, "But that's data," and the director noted, "This just isn't going to work." No one at that national meeting appeared concerned about women's participation in educational administration; even the women's caucus was poorly attended.

As in most social change projects, events and plans did not occur during what is considered "normal working hours." The director and a research associate shared a room at a Las Vegas motel. They were frustrated and convinced that presentations were not the way to create

[5] Schmuck, Patricia; Kalvelage, Joan; and Arends, Jane. "Reductions in Force and Affirmative Action." *Educational Economics*, January/February, 1978.

[6] Stockard, Jean and Kalvelage, Joan. "A Selected Annotated Bibliography on Job Staring." Unpublished paper, CEPM, University of Oregon, 1977.

[7] Kempner, Ken; Pougiales, Rita; and Stockard, Jean. "Ideological Development in Planned Social Change Projects." Unpublished paper, CEPM, University of Oregon, 1979.

awareness of the issue. Late at night, they decided the key to change probably lay in the hiring process itself. The thinking that night became the impetus for the Oregon Network. It was focused at the crux of the problem, school district hiring practices, where institutional policies and individual attitudes met. It seemed more fruitful to apply pressure for behavioral change rather than to rely upon changes in sexist attitudes. The director summarized, "We have begun. An elementary principal in Portland is to send me a list of potential women from all around the state to meet Sunday, April 17, 1977, in Eugene. Our hope is to get an organization going that cannot be ignored." The SEEL staff changed from an emphasis on raising awareness to changing organizations by using the power of an organized network. That change crystallized into two major activities, the Oregon Network and Oregon Women in Educational Administration, which are described in a later chapter.

"Our hope is to get an organization going that cannot be ignored."

In both cases, the strategy change was toward more aggressive and deliberate actions that did not depend on the good will of those already in administration. The SEEL documenter wrote in 1978:

> My chief impression of the project is the change in strategy; this most obvious change can be linked to other trends, most significantly to ideological change. When I first came on the project, the staff was preparing for the conference. They spoke of the incidents at Las Vegas where they had learned that the group of male administrators wasn't interested in either listening about women in administration or supporting getting women into educational administration. This experience was very much like the antecedent experiences that impelled women to push for a feminist movement. They were denied in the 19th Century a visible role in abolitionist movement and in the 20th Century in the civil rights and student rights movement. They were shouted down and ridiculed after their attempt to bring up the issue of women's rights. The SEEL staff had a similar experience. They gave a presentation and nobody came. This was an important confrontation with the reality of disinterest on the part of most administrators. This event was the origin of the shift in strategy: one that went from an emphasis on raising awarenes to one of attempting to change social structures and organization within the profession of educational administration.

Summary

This chapter has described the goals, the resources, the environment, the personnel and the major ideological shifts in the SEEL Project. While SEEL staff members believe that many of the activities to be described subsequently are suitable for adaptation in other settings, they also believe each change effort must be tailormade to suit the people and the setting. What worked for SEEL may not work in all circumstances. On the other hand, it is possible that in other situations SEEL's failures can be turned into successes.

Others need to consider, for instance, whether their resources depend on individuals who volunteer their time, compared to a paid staff devoted to solving problems of inequity. People located in areas with limited resources may have to adopt different strategies as compared to people in places that have varied resources. People in locations where there is a minimum of awareness will need different plans from those in areas where much work has already been done. People who work within established settings, such as state departments of education or school districts or universities, may have to develop different plans than people working outside the system. All of these factors must be considered in any systematic attempt to change.

In the following chapters, SEEL activities are described in some detail. They are evaluated and judged so that others may benefit from SEEL's experiences. In some instances prescriptive "how-to" worksheets have been developed. A full appendix offers forms, brochures and other materials that perhaps can be useful. While SEEL was targeted toward solving some of Oregon's problems, the staff did not forget they were to provide resources and help to benefit others in the United States. Women's absence in school governance is a national problem. Perhaps Oregon's story may assist others.

3

Achieving Sex Equity: Changing Individuals' Attitudes and Expectations

A female junior high school vice principal filed a grievance and questioned her district's hiring two white males as vice principals. At a school board hearing, she testified:[1]

> I have been told frequently and earnestly by several building principals that, "I'd hire a woman if I could find one interested or qualified." I am reminded of the Seattle School Board memo of 1948 which read, "Will hire a Negro if a competent Negro can be found."

At that same meeting the only female high school vice principal, a woman who had served in that capacity for many years, also testified. Upon completion of her testimony, she was asked by a male board member if she had ever applied for a high school principalship. When she said that she had not, the board member replied, "Well, you certainly have not helped your cause."

This school board hearing illustrates a common phenomenon called "blaming the victim." The blame for women's scarcity in school administration is laid at the doorstep of women themselves. It is said that women are not administrators because they are not interested or qualified or they do not apply.

This chapter is a review of the facts regarding women's absence in public school administration. Generally, the facts indicate that barriers are created to some extent by women, but barriers are also created by the "gatekeepers" to administrative jobs, those people who hire administrators.

Women are the majority of classroom teachers. This is the pool from which administrators are groomed and selected. Even though women's proportional representation has been reduced to its level in 1870, women are still the majority of educational professionals. Research on women's career aspirations does, in fact, indicate that many women educators pursue different career paths than their male counterparts.[2] And, although many women leave classroom teaching to work on advanced degrees and certification for jobs other than teaching, they often do not pursue degrees in administration. Although women educators' advanced training is comparable to men's, women have been a minority of graduate students in departments of educational administration. The facts are that women, more often than men, are not geographically mobile and they do not move from school district to school district in upward advancement. Women are also a distinct minority of applicants for administrative jobs. In 1974, women com-

[1] *Eugene Register-Guard*, Tuesday, November 7, 1979, p. 9A. Article appears in Appendix.

[2] For a comprehensive review of the literature on women's aspirations, see Beck, Hilda Ness. "Attitudes Toward Women Held by California School Board Members, Superintendents, and Personnel Directors, Including a Review of the Historical, Psychological and Sociological Foundations." Unpublished dissertation, University of the Pacific, 1978.

prised only 14 percent of the applicant pool for administrative positions in one urban Oregon school district.[3] While all these facts are supported by the evidence, it cannot be simply concluded that women are solely to blame for the sexual imbalance in administration.

Why are women such a minority at the early stages of preparation for a career and an entry-level position in educational administration? Certainly women themselves are culpable. Yet, unlike men, women face a lack of same-sex role models, a lack of encouragement, a lack of opportunities for leadership, as well as subtle and blatent discrimination in hiring practices, and attitudes which demean women's capability.

Thus, an attempt was made by the SEEL Project to reach two major audiences: potential female aspirants and those people in positions to encourage, provide opportunities, and hire women. The purpose of the project was to increase the number of women who prepare and apply for administrative positions by changing people's attitudes and expectations. The activities described in this chapter were designed for "people change."[4] It was assumed, however, that changing attitudes, aspirations, and expectations of individuals would not be sufficient. SEEL attempted to reach many different levels and other activities were planned to change organizational processes.

Attitudes and Expectations Regarding Women

Six common barriers to women in K-12 administration are described in this section. The SEEL strategies used to reduce these specific barriers follow.

Administration as a Male Sex-Typed Role: The Extra Burden of Being a Minority

Women's scarcity in administrative roles does not necessarily indicate that women lack ambition, are fearful of success or are incapable of assuming leadership. Rather, work in schools is segregated by sex in the same way as the labor market in general is segregated. Administration has come to be defined as a male sex-typed job. It is difficult for women to move into occupations defined as "male." Women face difficulties in bringing together the disparate stereotypes about being a female and being a boss. It is also an extra burden for women to be a minority. Just as women have difficulty in being admitted in administration, it is difficult for men who move into any traditionally female professions. Transcending occupational stereotypes is an arduous process. For instance, when the traditionally female role of nurse is held by a man he is referred to as a "male nurse," although the term "nurse" has no sex label. In schools the expectations are that the leadership roles will be filled by men. Consequently women who fill a role traditionally defined as male not only face the demanding requirements of the position, but the dissonance created by being both a woman and a leader. A strategy for change must address the problem of sex stereotyped occupational roles.

Negative Stereotypes About Women's Capability

Administrative positions in the public schools are not held by women partly because of negative stereotypes about women's capability. The view is that women are not emotionally stable, are not fiscally responsible, cannot discipline boys, are not decisive and cannot exercise leadership. Men are usually the gatekeepers to the sacrosanct chambers of administration and some of them hold negative views of women's capability.

Society's views about women are sometimes held by women themselves. Some women believe they are not capable of assuming leadership positions. They question their ability by responding, "Who, me?" as illustrated in the following example. A woman teacher was asked by her male superintendent to take on a special assignment in the central office. He was sure that she could do the job. Yet, when approached about the position, her immediate reaction was, "Who, me? I couldn't do that job." The superintendent convinced her that she could do the job, and she was successful after she learned to have confidence in her own strengths. A strategy for change had to aim at reducing sex stereotypes and at encouraging women to exercise their full potential.

Same-Sex Role Models

The fact is, most administrators are male. A woman who became a principal talked about her initial entry into administration. She said, "I had earned my administrator's credential when I went back to school. But I never thought about becoming an administrator. Administrators are all men."[5] Role models are important in public schools. In 1976 only 5 percent of the superintendents and assistant superintendents, and 13 percent of the principals and assistant principals (most of whom were elementary principals), were available as same-sex role models for women.[6]

[3] Schmuck, Patricia. *Sex Differentiation in Public School Administration.* Arlington, Virginia: NCAWE, 1976.

[4] Hornstein discusses four different change orientations. See Hornstein, Harvey A. "Social Psychology as Social Intervention." In Deutsch, M. and Hornstein, H. (Eds.). *Applying Social Psychology: Implications for Research, Practice and Training.* Hillsdale, New Jersey: Lawrence Elaum Publishers, 1975.

[5] Schmuck. *NCAWE,* 1976.

[6] Foster, Betty and Carpenter, Judi. *Statistics of Public Elementary and Secondary Day Schools.* Washington, DC: Department of HEW, 1976.

Role models are also important in preparation programs. Professors of educational administration are role models for potential administrators. As Frances Donovan pointed out in 1938, most of the professors are men.[7] Today that is still true. The 1977 UCEA Directory of Women Professors in Educational Administration lists only 73 women for participating institutions in the United States.[8]

Because there are so few female role models as professors or administrators, students, teachers, parents, and other educators do not have an opportunity to interact with women in that role. Social learning theorists point to the importance of role models of the same sex. One learns skills and behaviors by emulating others; in educational administration women see only a few other women. There is nobody to communicate to female students or teachers that they might become educational managers. Consequently, the SEEL Project had to counter the fact that there are only a few female role models to serve as inspirations to other females.

Encouragement

Women are a minority of administrators because sex selective practices begin early in their careers. As already indicated, administration is a male sex-typed position and the role models are men. Thus, women need more encouragement than men to aspire to administrative positions. Yet women receive less encouragement than men.[9] One male high school principal reported that his growing awareness of sex inequities caused him to actively encourage females who had leadership potential. Yet he also realized that he accepted "no" from a woman more quickly than he accepted it from a man. Even with "raised consciousness," he approached males and females with a different level of persistence. This fact is documented in one research study; 38 percent of superintendents and personnel directors in six western states reported that they made no efforts to recruit women for the elementary principalships even after the impetus of affirmative action.[10] Thus the SEEL Project had to actively encourage women to prepare for careers in administration.

Job Information and Networking

The women teachers who potentially are qualified to hold administrative positions have different experiences than do men teachers. Even if a woman overcomes the obstacles of male sex typing, fewer role models, and less encouragement, she finds herself in a very different situation than men when she is ready to look for a job. "The good old boys' network" is a term applied to an informal web of contacts that practicing administrators use to recommend others for jobs, usually promoting themselves and their friends. As one high school principal put it, "It is no evil liaison, it is just politics."[11] Because very few women are practicing administrators or in a position to hire others, they most often are not part of this network. Male professors and male administrators serve as sponsors and help other men find positions.[12] Women do not get recommended for positions; furthermore, they often do not hear about available openings. Therefore, efforts had to be made to provide women with access to job information.

Sexual Politics: Being a Minority

Women who believe their sex makes no difference in the performance of their jobs are wrong. Being female in our society is not only a biological phenomenon, it is a political phenomenon. Consider, for example, the case of a female superintendent. Community relationships are an important function of a superintendent. This relationship is expressed in formal and informal ways. In many towns the informal ties between a superintendent and a community are solidified through a superintendent's active role in community organizations such as Kiwanis, Elks, or Rotary. Of course, these are male organizations. Male groups may feel some strain and accommodation in asking a woman to speak to their group. Because so much of the community life is male dominated, the fact of being female in an important community relationship role makes the role more difficult.

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[7] Donovan, Frances. *The School Ma'am*. New York: Frederick Stockes Company, 1938. Reprinted New York: Arno Press, 1974.

[8] University Council for Educational Administration. *Directory of Women Professors of Educational Administration*. Columbus, Ohio, 1977.

[9] Gross, Neal and Trask, Anne. *The Sex Factor and the Management of Schools*. New York: John Wiley and Sons, 1976.

[10] Cobbley, L. "A Study of Attitudes for Women in Six Western States to Become Elementary Principals." Doctoral dissertation, Brigham Young University, 1970.

[11] Schmuck. *NCAWE*, 1976.

[12] Rose, Robert. "Career Sponsorship in the School Superintendent." Unpublished doctoral dissertation, University of Oregon, 1969.

A woman must be able to diagnose the situation when being a female will be detrimental to her performance. One good example of sexual politics happened at the beginning of the SEEL Project. The female project director asked a male Associate Dean to attend the first meeting of the leadership team of an important state group; three men were on the team. She believed her sex would work against her. The Associate Dean objected, "There is no need for me to come—you are an articulate person. You can negotiate on your own behalf." However, he reluctantly agreed to attend and thereby experienced a clear demonstration in sexual politics. While the female project director did all the talking, the men responded and made eye contact with the male. The male committee heard the female, but talked only to the male Associate Dean and negotiated through him.

While all individuals need to develop their own styles of access to information and attempts to influence, women need to consider the impact of their sex. Women remain a minority in administration and need to learn strategies to cope and to survive. A strategy for change had to address the issue of women's minority status in administration.

SEEL Strategies to Change Individuals' Attitudes and Expectations

The following sections report the various activities carried out by the SEEL Project to change expectations and attitudes. Information is provided about each activity's purpose and procedure, and its worth is judged. In the appendix specific information is provided for others who wish to adopt or adapt some SEEL strategies for change.

Publishing the SEEL Report

The *SEEL Report* was a quarterly newsletter published for three years. Its purpose was to inform people of the issues and increase their awareness. Each four- to six-page issue cost approximately $370 (excluding staff time) and required from three to four months to brainstorm ideas, prepare the layout, and go through the printing process. One issue of the *SEEL Report* is included in the appendix.

Each issue included a lead article about current research such as "The Vanishing Woman in Educational Administration," "The Sally Syndrome—Women's Career Aspirations," "Attitudes Toward Women Administrators," "Female Graduates in Administration," and "The Oregon Network." Issues also included recent legislation, information about conferences, letters to the editor, and curriculum resources. Because the production and printing process took three months, the *SEEL Report* was used to discuss content that would not be quickly outdated.

As in any written product, identification of the target population was essential. The *SEEL Report* was initially sent to about 1,000 practicing educators. The list was developed from the state school directory and included superintendents, personnel directors, school board chairs, and names from women's groups. A return postcard included in an early issue yielded about 100 additional people. Additions were made from participants at various conferences, classes at the University of Oregon, and direct contact with interested people. In addition, about 300 copies were sent to people in 42 other states and Washington, D.C. The mailing list ultimately grew to 2,000.

Two yearly surveys were completed: a mail survey and a telephone survey. Although the solicited evaluations provided little useful information, it was concluded by the staff that the *SEEL Report* was a cost-efficient strategy for raising the issue of sex inequity in school management. The report seemed to be most eagerly received by women who were in administrative positions or thinking about such a career. Some comments made were, "It's good to know others are in the same position as me; it's an emotional support," and "The *SEEL Report* is relevant to my future career plans." Currently, no other report about women administrators is exclusively devoted to the K-12 level. Information is provided about how to publish a newsletter in the appendix.

The *SEEL Report*, by itself, was not viewed as an effective way to change attitudes and expectations. Increased knowledge does not automatically lead to behavior change. The *SEEL Report* was, however, only one activity to help individuals change their expectations and attitudes regarding women in educational administration.

Organizing Conferences

During each year of SEEL funding, a state conference was held. In the first year SEEL was the major organizer; in 1978 the conference was sponsored by Oregon Women in Educational Administration (OWEA was formed in 1978) with support from the SEEL staff. And in 1979, the final year of SEEL's funding, OWEA assumed full responsibility for the conference (although the SEEL director continued to serve on the steering committee and the SEEL secretary provided staff support).

The first-year conference was time-consuming, anxiety provoking and very expensive. It was hoped that a large number of practicing male administrators would attend, but they were notably absent. Despite these negative features, the conference's structure, presentations and opportunities for social contact received high praise

from the 150 participants. The conference brought visibility to the project and an understanding of the SEEL Project goals.[13]

In the following two years, the conferences were planned by OWEA. The OWEA conferences were designed primarily to attract women administrators. They were held in a coastal town immediately preceding the annual meeting of the state administrators' group. The OWEA conferences did not involve the time, money, and energy of the first SEEL conference. OWEA's conferences were self-supporting and put on at a regularly specified time and place. People within the state led workshops and panels and were the speakers. The SEEL staff believed that conferences were one effective way to increase awareness, provide information, and build state cohesiveness. Detailed information, including worksheets about organizing a conference, can be found in the appendices.

Making Presentations

In addition to putting on conferences, SEEL members made about 90 different presentations to various local, state, regional, and national groups. Although it was difficult to assess the impact of such presentations, it was reported by several women who were in the audience of a presentation that they began to view their careers in a new light and search for new directions. It was also reported by some men that hearing about the issue of educational inequities caused them to reflect on the encouragement they provided female teachers in their buildings or districts. Public presentations were a valuable activity. They helped reach people who might not have been reached in other activities. Resources to be used in presentations are in the appendix.

Providing Role Models and Mentors

There are not many female professors of educational administration or administrators in local school districts. Consequently there are only a few women to act as same-sex role models or mentors to other females. Much of the current literature about women's absence in administration points to the necessity of having same-sex role models and mentors. How could SEEL provide female role models and mentors when they were not available? The SEEL strategy included: (1) providing information about how the lack of same-sex role models influenced women's career decisions, (2) publicizing and making visible the few females who could serve as role models and mentors, and (3) actively encouraging women to think about careers in educational administration.

Providing information about the problem helped some women act positively in the absence of same-sex role models or mentors. One woman wrote, "It is time

[13] SEEL. *The Sex Equity in Educational Leadership Conference.* CEPM, University of Oregon, 1977.

for me to move upward and onward or stagnate where I am . . . reading about your project in the newspaper has, at long last, caused me to act." In another case, a woman called the SEEL office to report on her career development. She reported she attended a workshop at the 1977 SEEL conference where the importance of mentors was discussed. There were no females in her district to assist her so she talked with her male principal and superintendent and asked them to help her with her career goals. They did and she became Oregon's sixth high school principal about 18 months later.

Publicity and visibility about the few women who were administrators proved a useful strategy. Women were often featured in the *SEEL Report* and women were visible at conferences, making presentations. Names and addresses of all female administrators were distributed at conferences. One woman commented about the *SEEL Report*, "It gives me an idea of other women in educational administration." SEEL tried to make women visible and encouraged women who were administrators to make themselves available for counseling others.

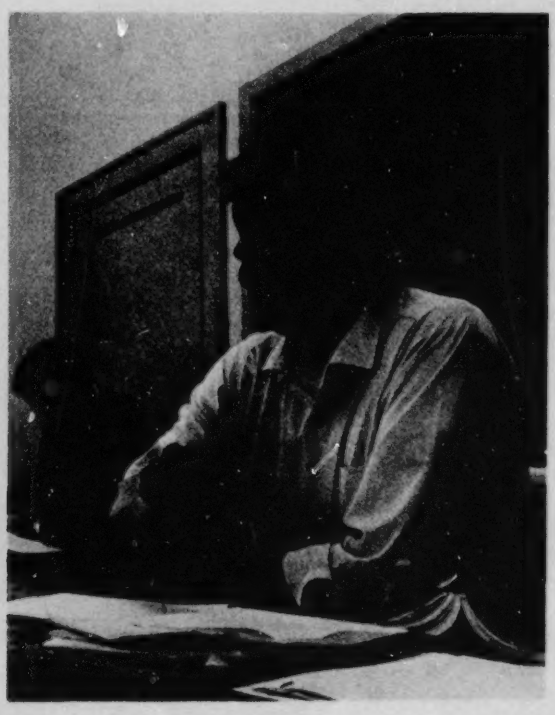
Visibility of women is apparently a critical factor in female enrollment in graduate school. Although female participation in educational administration has increased in many universities, CEPM's enrollment of female students increased from two in 1975 to 32 in 1979. About 75 percent of the females currently enrolled in the program had personal contacts with either the director of the SEEL Project or other staff members. Even though only a few female role models and mentors were available in the preparation or practice of educational administration, their visibility and accessibility were important to other women.

Teaching a University Class

Universities and colleges are charged with training future and practicing teachers and administrators of the public schools. Information about sex roles and sex stereotypes is not yet part of most students' preparatory programs. Women's studies programs are filling some of the void.[14] Yet in 1976 there was no class about sex roles for educators at the University of Oregon. The SEEL staff created and taught *Sex Equity in Education* as a joint offering in the College of Education and Women's Studies. It was taught five times in three years.

The class was designed to provide information on the theories and research on sex roles related to sex typing and sex inequities in classrooms and the occupational structure of schools. Students included graduate students, a few undergraduates, and always a predominance of women. It met in the evening to attract a variety of people and usually there was a good mix of practicing educators as well as university students. Pre- and post-attitude student measures were taken but no

[14] A review and partial listing of women's studies programs is included in Howe, Florence. *Seven Years Later: Women's Studies Programs in 1976*. Washington, DC: National Advisory Council on Women's Educational Programs, June 1977.



significant differences were found. Most people enrolled in the class already were sensitive about equity issues. Yet students reported changes in their attitudes and perceptions of the problem. The class was rated in the top 10 percent of classes at the University of Oregon. Some student comments were:

> Filling out the required class survey sheet was relatively intense for me. It brought back all kinds of bitter memories of school—feelings of inadequacy; feelings of rejection and feelings of social ineffectiveness. I still get real angry at the schools back then. What makes me even angrier is when schools today make the same mistakes. It seems that we know too much and have come too far to repeat the same mistakes again.

> From the beginning to the end of the class seemed a very up and down emotional experience. I got high when the answers seemed easy, simple, basic; I got real low when the answers seemed buried in socialization. My wife could tell when I returned home on Wednesday evening if the class was concluded on an upbeat or a downbeat note.

Writing a Textbook: *Sex Equity in Education*

The first class on *Sex Equity in Education* was organized around a series of 35 reprinted articles. The articles were used because there was no single source offering description, theory, and explanation for inequities in education.[15] After teaching the class one time the SEEL staff decided to write their own text, *Sex Equity in Education*, published by Academic Press in 1980. One female student wrote:

> Such literature was not available when I was in grade and high school. Other than Sacajawea and the Statue of Liberty, I had few women to revere. My hope is that this book, accompanied by many others, finds its way into the classrooms of our schools.

Providing Job Information

The Oregon Network was a research project investigating the hiring of all administrators in 1977-78. It provided services to individuals and districts. Although the Oregon Network was essentially aimed at changing district recruiting processes, rather than changing individuals, such a distinction may be semantic. The Oregon Network also had an impact on individuals. One service of the Network aided both individuals and districts, *The Directory of Administrative Candidates*.

One intent of the *Directory of Administrative Candidates* was to answer the problem raised by many school administrators, "But I can't find a woman to hire." The directory demonstrated that there were interested and qualified women. The directory included males as well as females because SEEL staff members believed that an exclusively female list would not be used by administrators who held negative stereotypes about females' capability or who would hesitate to hire a woman as an administrator. If it were a totally female list, it might not be used as much. The idea was to make the list as useful as possible so administrators had a legitimate recruitment source other than the "good old boys' network" alone.

The directory listed the names, some information, and the positions sought for 81 males (42 percent) and 113 females (58 percent) in 1977-78; in 1978-79 it listed 70 males and 75 females. In addition, it provided exposure for people seeking new jobs. One user commented, "My name has gotten around now more. I feel confident that a job I want is forthcoming because of this directory." Others commented that it "gave me a better idea of what the competition was," and "gave me a better idea of job openings and qualifications of searching candidates." The directory will be discussed more fully in Chapter 5.

Providing Support Groups

Unique problems are faced by women because they are a minority in administration. The isolated woman administrator is (and remains) handicapped as long as she is a token or minority. Women have less access to information and are less capable of wielding real influence than are men in comparable positions. Indeed, it is often said by women teachers that they do not want to be administrators because they do not want to take on the additional burdens of being a woman in a traditionally male job. The answer to this dilemma is that women in such positions must "bond." They must help and support each other. Support groups can be as simple as regularly meeting for lunch or they can be formalized and hold regular meetings such as the Oregon Women in Educational Administration. SEEL's efforts are discussed more fully in Chapter 4 and in the companion publication, "Sex Equity in Educational Leadership: Women Getting Together and Getting Ahead."

Summary

Individuals create barriers to women's entrance and advancement in educational administration. In the past three years, SEEL has experimented with a variety of strategies to change attitudes and expectations. Although the different activities tried by SEEL were created to meet the needs in Oregon, all strategies were believed to be within the capacity of other agencies, individuals or organizations. They can be adapted depending on budget, personnel, and objectives. Resources, information, and worksheets are included in the appendix.

[15] The following books were in existence, but they did not provide a theoretical orientation needed for a university class:

Fishel, Andrew and Pottker, Janice. *Sex Bias in the Schools*. Rutherford, NJ: Fairleigh Dickinson University Press, 1977.

Harrison, Barbara. *Unlearning the Lie: Sexism in School*. New York: Liveright, 1973.

Frazier, Nancy and Sadker, Myra. *Sexism in School and Society*. New York: Harper and Row, 1973.

4

Achieving Sex Equity: Changing Organizational Training Practices

Individuals who become administrators proceed through a series of developmental stages including grooming, formal training, socialization, and continuing education. Administrators are, in part, products of the formal and informal training they receive. At each stage of administrator development, there are barriers to women's entrance and advancement in educational administration.

Who is Responsible for Training Administrators?

In most states there is a formal process of administrator preparation. Aspirants are required to become certified by taking classes at a university. Most, if not all, the professors are male. In classes women are a distinct minority and textbooks are sex-biased.[1] Much of an administrator's training also happens informally, by talking with peers about problems and solutions. Administrative peers tend to be male and these informal contacts often happen in places where women are excluded. There are also continuing education programs through professional groups. Again, women are a distinct minority and often have to tolerate uncomfortable situations. As one woman said:

> I never really thought of myself belonging to a minority group until I went to a principals' meeting . . . 550 men and four women. I thought to myself, "What are you doing here?" It was like being at an Elks Club meeting. When the master of ceremonies said, "Will you *guys* please stand for the flag," I was really annoyed. I was very sensitive to that and I am not a militant.[2]

Thus, SEEL members believed change should be made in the formal preparation programs, informal socialization procedures, and continuing professional growth programs. In the following section, SEEL activ-

[1] The sex bias in teacher training materials has been documented by Sadker, Myra and David. *Beyond Pictures and Words: Sexism in Teacher Education Textbooks.* Washington, DC: The American University, 1979.

[2] Schmuck, Patricia. *Sex Differentiation in Public School Administration.* Arlington, Virginia: NCAWE, 1976.

ities designed to reach these training programs are described.

University Preparation Programs

- *What universities or colleges in your state formally prepare administrators?*
- *Do they have courses or content in courses that include issues of equity in employment?*
- *Do the administrator training programs provide any female role models?*
- *Is there a women's studies program that includes educational courses?*
- *Do the universities or colleges recruit women or make their programs attractive to women?*

An administrator in an Oregon school district called the SEEL Project director. He was angry that SEEL would be investigating school district hiring practices without addressing the sexist nature of preparatory programs. His advice was, "Clean up your own shop before you address school district problems." Of course, he was correct. Preparation programs for administrators serve as an important barrier to equal employment or affirmative employment practices.[3] Personnel, resources, and student concerns perpetuate sex stereotyping and do little to make programs attractive to women.

In Oregon, administrators were trained in only two universities. One university offered a certificate and degree in educational administration; the other offered only the principal certificate. One goal of the SEEL Project was to "add courses or provide content on sex role socialization and stereotyping" in the two universi-

[3] There is an important distinction between the two. Whereas equal employment is a *neutral* process ensuring nondiscrimination, affirmative action is the process of exerting *additional effort* to recruit, employ, and promote qualified members of groups formerly excluded.

A Worksheet

Formal Preparation for Administrators

List of Universities preparing administrators	What degree does it offer?	What credential does it offer?	Are equity courses available?	Are there female faculty? Who?	Contact person; Phone

What agency certifies administrators? .....

What is the process for changing administrative requirements? .....

.....

Contact person .....

ties. SEEL's goal was to establish a policy that all students enrolled in administrator training programs be required to study issues related to sex equity in education. Although the goal was to change people, the strategy was based on reaching the system that trains administrators. The hope was that increased awareness might lead to behavioral changes for some people.

SEEL accomplished several of its objectives: the class "Sex Equity in Education" was taught five times and a textbook was prepared.[4] A new class addressing sex, race, and handicap in education became part of the University of Oregon's offering, and SEEL members were invited to many other classes to discuss sex equity issues. SEEL members did not, however, teach a class at the other university offering the certificate, although presentations were made in at least three different classes. SEEL's inability to carry through the original goal was, in part, due to the amount of time involved in the production of materials. For other states, however, materials for courses in universities have now been developed and are available.[5]

In addition, two SEEL members were on committees for a consortium of all state universities and colleges that had teacher training programs. The committee developed guidelines for all institutions to review their hiring practices, class offerings, and counseling programs to assure they were equitable. At this writing, it is unclear how the institutions will use the guidelines.[6]

Certification Boards

- *What agency certifies administrators?*
- *What are the requirements for certification?*
- *Is equity addressed in any requirements?*
- *How can requirements be changed?*

Most states have certification requirements for administrators. One way to assure that equity issues are addressed in all preparatory programs is to change the certification requirements. It has been changed in Oregon. The standard principal and standard superintendent endorsements now require knowledge about equal opportunity and affirmative action. The testimony concerning this requirement is included in the appendix as a model for other states.

Further developments in Oregon occurred, however, at the legislative level. Revised Statute 342.123 stated:

> In addition to and not in lieu of any other law or standard or rule by the Teacher Standards and Practices Commission, the Commission shall require that after September 1, 1978, an applicant for a teaching certificate or any renewal thereof demonstrate knowledge of Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, and federal statutes pertaining thereto, as well as state statutes prohibiting discrimination.

Consequently, in Oregon *all* professional employees in education must "demonstrate competence in law prohibiting discrimination." Although school districts and other educational agencies are still reeling from the implications of this rule, a certification change of enormous impact has occurred at the legislative level.[7]

Informal Socialization Processes

- *How do teachers become interested in administration?*
- *What opportunities are provided for women to decide whether they wish to become administrators?*
- *What kinds of encouragement do women receive at the building level or in the central office?*

It is difficult to isolate and identify the various informal socialization factors involved in a career decision to become an administrator or to advance. The previous chapter noted how encouragement is one informal socializer. It also pointed out how encouragement was provided differently to men and women teachers. Because identification of these subtle processes is so difficult, systematic intervention was virtually impossible. SEEL did not, in fact, attempt to intervene other than by providing awareness activities at conferences, by making presentations, or by distributing publications. Individuals, especially women, became informed about the informal grooming process and were provided strategies to understand the sexist implications of school or district policies and practices. Direct interventions were up to the individuals involved.[8] Through these practices, it was hoped that more attention would be brought to bear on the subtle grooming and sponsorship procedures that seem to favor men.

Continuing Education for Administrators

- *What groups or agencies in your state provide workshops, conferences, or seminars for administrators?*
- *Do equity concerns appear regularly in these programs?*
- *Do women appear on the programs?*
- *How does a person get on a program?*

Administrative training occurs in settings other than universities. Usually states have provisions for systematic and continued administrative training such as

[4] Stockard, Jean; Schmuck, Patricia; Kempner, Kenneth; Williams, Peg; Edson, Sakre; and Smith, Mary Ann. *Sex Equity in Education.* New York: Academic Press, 1980.

[5] See the resource list in the appendix.

[6] Interinstitutional Consortium for Career Education. *Sex Role Stereotyping Guidelines for Teacher Educators.* Marion Education Service District, Salem, Oregon, 1978.

[7] Caulfield, Barbara. *Discrimination and the Oregon Educator.* Teacher Standards and Practices Commission, Salem, Oregon. 1979.

[8] This topic is addressed more fully in Smith, Mary Ann, *Sex Equity in Educational Leadership: Women Getting Together and Getting Ahead.* Newton, Massachusetts: Education Development Center, 1980.

A Worksheet

Continuing Education Programs

Important Organizations to reach	Contact person	Conference dates	Who can be on program?	Who will assume responsibility for contact?
School boards				
Guidance counselors				
Admin. groups:				
state organization				
elementary principals				
superintendents				
Others				
Teacher groups:				
state inservice days				
special state confs.				
Others				
Women's groups:				
NOW				
AAUW				
Women's Political Caucus				
League of Women Voters				
Others:				

summer workshops, state programs, indistrict workshops, or provisions of technical assistance. Typically these programs are male-dominated, but they should not be overlooked as forums for equity issues.

SEEL had some successes and some failures in influencing administrator groups to include equity issues in their continuing education programs. One agency assists new administrators. In 1976 this agency was contacted and asked if they would include programs about sex equity for their students. They did not. It was primarily a male group. As women moved into the group, there was more interest; yet it never became a formalized part of the training. SEEL members did not pursue providing training to this audience; perhaps reasoned arguments, persistence, or confrontation might have brought about a more favorable conclusion.

Most administrators in Oregon belong to one association. The association conducts many workshops and seminars around the state and holds an annual conference. Some progress is evident with the administrators' association. Increasingly, more women appear on the program at the yearly conference. It has sponsored workshops on Title IX. (It should be noted they often sponsor workshops on new legislation.) In addition, the administrators' association co-sponsored a workshop on "Male-Female Working Relationships" with the Oregon Women in Educational Administration (OWEA). The workshop was attended by about 25 men and 35 women. Perhaps there will be more collaboration in the future between the association and OWEA. This association and similar associations in other states provide most of the continuing education programs.

Other Organizations

Administrators or potential administrators attend many conferences and workshops. Conferences of school boards, athletic directors, supervisors, and other community groups often have administrators present. These organizations should not be ignored. In fact, these forums are more likely to reach females who may consider administration as a career choice. SEEL members made about 90 presentations to various groups and believed this was a successful strategy in informing people.

Fair employment practices, affirmative action issues, Title IX regulations, and the more subtle forms of discrimination should be studied as part of the full developmental stages of becoming an administrator. The worksheets enclosed in this chapter may be of assistance in assuring equity issues are addressed.

Who Will Adopt Educational Equity Issues as a Priority?

Federally funded projects are often criticized because new programs get started and remain dependent on extra funding. Projects too often fail to consider how new ideas can become a regular part of ongoing programs. They do little to create a legacy of change. SEEL members did not believe that three years' work could dramatically change individual attitudes and expectations, administrative training, school district hiring practices, or the number of women administrators. Yet in three years there was a noticeable increase in the number of women preparing to become administrators, applying for administrative jobs, and becoming administrators. Yet for such changes to be enduring, certain elements in the system need to be changed so women will be received and retained in the system. How long would women continue to prepare and apply for jobs if they were discriminated against and rejected? School boards, administrative teams, faculties, and work groups within districts have to be continually focused on issues of equity. Without continuing state support, whatever impact the SEEL Project may have had would soon wither.

The problem facing SEEL staff members was to build statewide capacity for the project efforts to endure beyond the funding contract.[9]

This section is a description of the SEEL Project's attempt to create a legacy of change in Oregon. Four different approaches will be described: negotiating with an existing administrator organization, developing a special interest group in an existing women's organization, establishing a linking organization, and creating a new organization.

Negotiating with an Administrators' Organization

At the beginning of the SEEL Project, an immediate priority was to meet with representatives of the state administrators' association. The purpose was to find ways to collaborate. The first informal meeting between two SEEL staff members and a staff person in the administrators' association centered on whether women could be high school principals, because they had trouble disciplining boys! After that first and negative contact, SEEL members developed a more deliberate strategy to work with the association. The second contact was a formal meeting with the association's executive director, assistant director and president (all males). The SEEL project director invited the male associate dean of CEPM at the University to accompany her. She assumed she would have more credibility if accompanied by an influential male. Evidently her assumption was correct because all the eye contact of the association's representatives was with the male associate dean, even though she did most of the talking. An important step had been taken, however. Several ideas for collaboration were agreed upon.

[9] Schmuck, Patricia, and Stockard, Jean. "A Model for Sex Equity in Public School Administration." CEPM, University of Oregon, 1976.

In January 1977, SEEL was still hopeful that the association would take an active role in advocating equal employment. The funding proposal read:[10]

> We plan to make a more direct attempt to involve the major organization in adopting equal employment opportunities as a priority issue. Some progress has been made. We are forming a women's caucus at the state meeting. We cannot state specifically how or what activities will occur; we will seize or create opportunities to create a stronger political alliance.

By June 1977, SEEL staff had reasons to hope the administrators' association would assume some responsibility. SEEL's progress report stated:[11]

> We are making some progress in our political life with the administrator's association. The women's caucus drew about 40 people and a resolution was adopted that the organization recognize, identify, and promote women in administrative positions.

That hope led to little.

"Taxpayers do not fund public schools, universities and state departments to provide opportunities for women to enter administration."

Of course, different administrator associations have leadership with varying levels of awareness about equity issues and different attitudes toward women's role as educational leaders. Whether or not the leadership of the group is "sensitive" or "aware," the fact is that equity issues will probably never become a major objective of such groups. Legislative concerns, transportation issues, budget issues, declining enrollment, and other important educational programs remain pressing concerns for administrators. Judy Adkinson, Coordinator of Project ICES, a Project of Internships, Certification, Equity-Leadership and Support, pointed out:[12]

> Participation in ICES is not a central activity for member organizations. Increasing women's participation in educational administration is not a major goal for any of these units. Taxpayers do not fund public schools, universities, and state departments to provide opportunities for women to enter administration. Members of administrator organization do not pay dues in order to add women to the ranks—and individual members of the component organizations may even oppose that objective.

Her statement echoed the sentiments of the SEEL staff. The association did make significant progress by including more women on its programs, in the committee structure of the association and providing workshops

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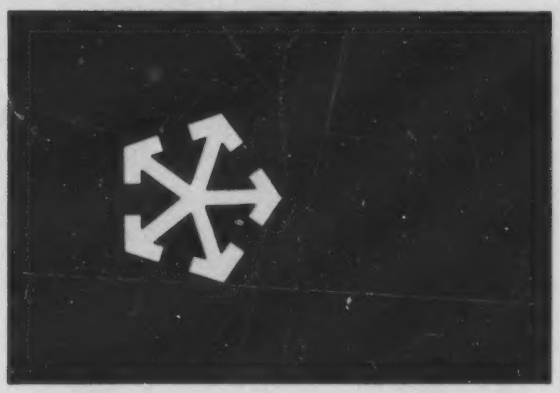
[10] Schmuck and Stockard, 1976.

[11] Schmuck, Patricia. "Progress Report of the Project for Sex Equity in Educational Leadership for the Period of April, May, and June, 1977." CEPM, University of Oregon, June 1977, p. 10. The resolution is included in the appendix.

[12] Adkinson, Judy. "Ambiguity, Structure and Organizational Stress in the ICES Structure: Linking Organizations for Educational Equity." The University of Kansas, Lawrence, Kansas. 1979:48.

on equity issues. However, it appeared that "women's issues," at best, would remain a marginal interest of the association.

It was SEEL members' opinion that administrator associations are primarily composed of men and will not adopt equity issues as a major goal. Perhaps it is because their members fear female competition.[13] Perhaps it is because other educational concerns are pressing. Or perhaps it is because members hold traditional views about "women's place." Certainly in Oregon it was concluded the association would not be the legacy for change.



Establishing a Linking Organization

The State Advisory Board on Educational Equity was created by SEEL as a method to intervene in the educational system. It was called a linking organization because each board member was a "link" to an already existing organization. It was composed of prominent individuals within the education system such as a Dean of Education, Assistant Dean of Education from another university, a superintendent, a district affirmative action officer, a department chair at a third university, the legal specialist in the state department of education, a member of a state educational commission, and the director of the administrators' association. The board was one attempt to create a legacy of change. It was to assume leadership and economic responsibility and to continue activities to achieve sex equity in education beyond the funding of the SEEL Project.

The board members were selected because of their evident commitment to the goals of the project or because of their position. As individuals, most were resourceful, creative, and eager to share information and resources. They were also very busy people. In addition, SEEL members were not clear about how the board could ultimately assume leadership and economic responsibility. The State Advisory Board proved an ineffective mechanism to further the long-range goals of the project.

In some states, however, an advisory board may be useful for meeting equity objectives. The ICES Project in Kansas used an "interorganizational structure" to link organized units. Adkinson points out:[14]

> ICES is not a rational hierarchy of authority designed to accomplish a clear task most effectively. Instead it is a structure created by a temporary coalignment of efforts and elements of several organizations. It exemplifies the 'loosely coupled system'.

Statewide coalitions or linking boards among existing organizations can be one way to insure that the system stays attuned to equity issues.

Women's Organizations and Educational Issues

In many states and communities, there are already established groups devoted to improving women's condition. Organizations may be national or local. Some are relatively new national groups such as the National Organization of Women, or the Women's Political Caucus. Others may be longer established national groups such as the League of Women Voters, American Association of University Women or business and educational sororities. The programs and the degree of activism of any national organization vary by state and community. For instance, early in the SEEL Project the director made a presentation at a local meeting of a national group and the members were appalled by such "militancy." Yet the same presentation to the same group in another community was enthusiastically received.

Many of these groups do not concentrate on educational issues. They may have a political focus or be directed toward women in other fields such as the trades or business.

SEEL members cooperated actively with other women's groups in Oregon by making presentations, collaborating with planning conferences and workshops, by individually belonging to groups, or in other ways supporting and helping with organizational goals. Perhaps SEEL could have been more active in trying to develop a special interest group or a caucus in an existing women's group that would address problems facing women in educational administration. Using local or state women's organizations that already exist may be a successful strategy for people in other communities or states.

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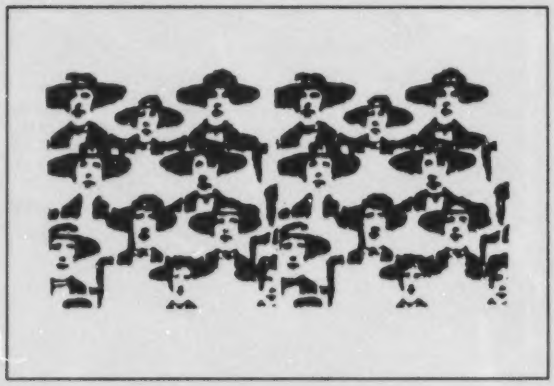
[13] For a review of this idea see Stockard, Jean, and Johnson, Miriam, "The Social Origins of Male Dominance," *Sex Roles: A Journal of Research*, 5, 2, April 1979: 199-218.

[14] Adkinson. *ICES Structures*, 1979.

Creating a New Organization

Organizations are formed because there are objectives to meet. If objectives are met by other organizations or by other components in a system, a new organization may be superfluous. SEEL was not successful in establishing a "linker organization" to carry out the equity goals, nor was the project successful in integrating program goals or practices in existing organizations. Another alternative was the creation of an outside pressure group that would continue to advocate, apply pressure, and confront practices that created barriers to women's involvement in educational administration. By June 1978, a SEEL brochure stated:[15]



> Oregon Women in Educational Administration (OWEA) was formed on June 21, 1978 in Seaside, Oregon, when 200 people met for the first annual conference. This conference grew out of a women's caucus held at the 1977 conference of the administrators' association. The women's caucus identified a need to provide information, support and encouragement for women administrators and those seeking to become administrators.

Oregon Women in Educational Administration (OWEA) evolved as the major strategy for a legacy of change in Oregon. In this section, a brief history of OWEA is presented.

In 1977 three events occurred which spurred the formation of OWEA.

> (1) The women's caucus was held at the state administrators' conference and identified a need for continued focus on women.
>
> (2) The state of Washington formed a Council of Administrative Women and the SEEL project director made a presentation. She saw the excitement generated by this conference.
>
> (3) A chance meeting occurred between the SEEL project director and a long-time female principal active in the administrators' association and with women's issues. This chance meeting occurred at the administrators' association offices and the two women discussed the prospect of a one-day conference for women, with the association's executive director. He agreed to cooperate.

The tasks were to put on the conference and to become an organization. Two meetings were held which resulted in a small steering committee of five women to plan the conference. They represented different positions: a superintendent, a high school principal, a high school vice principal, a state department specialist, and a teacher aspiring to become an administrator. The conference was planned and carried out by this steering committee with support from SEEL.

The First Annual Conference of Oregon Women in Educational Administration attracted approximately 200 people. Workshops and speakers provided the major agenda; a business meeting was held; tentative bylaws were passed and groups who met by geographical regions elected 11 steering committee members. (The conference brochures and bylaws are included in the appendix.) The first official elected steering committee meeting was held in July 1978, with an invitation from the SEEL project director. It stated:[16]

> I think there is unanimity that our first annual conference was a smashing success. We have people, talent and energy to build a strong and effective organization. Now we must get organized.

Through the 1978-79 school year, steering committee members met monthly on a week day from 10:00-4:00 (only the one non-administrator steering committee member had difficulty in getting released time) at a different location each time. Together, they:

- accomplished "nitty gritty" organizational chores such as designing a brochure, choosing a logo for stationery, preparing budgets, reports, etc.,
- held a meeting in each of the five regions. Some regions met regularly, had a full agenda, and many participants. Some regions met only infrequently and had only a few participants,
- developed a collaborative relationship with the administrators' association in the state (e.g., the association mailed all OWEA materials under its bulk postage permit),
- wrote a monthly newsletter to all members (a sample is enclosed in the appendix),
- organized a membership list,
- provided wine and cheese hospitality rooms at state meetings of elementary principals, secondary principals, personnel and guidance association members; and had brochures and steering committee members available to talk about OWEA,
- made presentations about OWEA to different state educator groups, such as those organized for elementary principals and school boards,

[15] Schmuck, Patricia. "Oregon Women in Educational Administration." CEPM, University of Oregon, 1978.

[16] Letter from Pat Schmuck to Steering Comittee, June 28, 1978.

- supported a grievant who questioned the hiring of two vice principals in a school district; OWEA provided a letter and presented testimony at the hearing (letter and materials included in the appendix),
- co-sponsored with the administrators' group a day-long workshop, "Male-Female Working Relationships," as a fundraiser,
- attended meetings of the administrators' association,
- joined the Women's Rights Coalition, a linking state organization of women's groups that hired a legislative lobbyist,
- planned and carried out the Second Annual Conference of OWEA (brochure and program included in the appendix).

The governance of the steering committee was a co-chair; meetings were convened by one of the chairs, and decisions were made by consensus.

Temporary organizations formed around a specific function, such as OWEA, may be powerful mechanisms to effect change in more lasting organizations. However, there are liabilities. Organizations such as OWEA rely on volunteer commitment from busy people, budgets are strained, decision-making often is so widely shared that routine problems can become insurmountable, leadership is not in close physical proximity, and interpersonal conflict may become very difficult to handle. SEEL has been cautiously optimistic that OWEA can overcome such obstacles. The SEEL project director will continue to serve on the steering committee in 1979-80, although no SEEL staff support will be available.

New plans are underway for a greater alliance with similar groups in nearby states. A northwest regional conference with a budget to hire a full-time executive director is on the drawing board. Perhaps a stronger regional alliance with a more permanent base can overcome the liabilities of a temporary and totally volunteer organization such as OWEA.

Summary

SEEL attempted to break down the system barriers to sex equity in educational administration. As in all change efforts, deliberate strategy development is important. Yet "serendipity" or "seizing opportunities" must also play a major role. Perhaps SEEL should have done other things. Perhaps more time should have been devoted to developing alternatives in reaching out to practicing administrators. Perhaps time would have been better spent in more confrontation. Perhaps different groups should have been reached. Yet the Sex Equity in Educational Leadership Project did contribute something to the training of prospective school administrators and the retraining of people who presently hold positions of educational leadership. It assisted in providing a legacy of change. This, perhaps, is its most valuable contribution to sex equity in Oregon.

5

Achieving Sex Equity: Changing District Hiring Practices

The hiring of administrators is the point at which individual attitudes and expectations interact with systemic processes of preparation and recruitment. Ultimately an individual or small group of individuals makes the decision to hire a person for an administrative job, and their individual attitudes and expectations play an important part in that decision. Often that means that the hiring decision is affected by stereotypes of males and females and their suitability for administrative positions. But the hiring process is also strongly affected by formal and informal norms and traditions. Recruitment processes are usually determined by formal policies and practices of the district. At the same time, individuals and groups who make hiring decisions are influenced by their group processes, patterns of communication, and influence. Hiring, in short, is the nexus at which the many forces that result in sex inequities in public school administration coincide.

The Oregon Network was SEEL's effort to conduct research on how these various forces influence hiring patterns and practices. This chapter describes the research and service functions of the Network, the findings of the research, and SEEL's advice to others who wish to replicate the Network's functions.

The Oregon Network: A Description

The idea of The Oregon Network took shape during the "Las Vegas trip" described in Chapter 2, which was a major turning point in SEEL's history and strategy. SEEL was invited to make a presentation at the national school administrators' conference in February 1977. Staff members believed that was an important opportunity to reach the "gatekeepers" in administration—those who really *needed* to hear the equity message. But—out of the 20,000 administrators at the conference—only two attended the SEEL program. It was a graphic illustration of the fact that a focus on changing attitudes and expectations of individual male administrators would not be an effective change strategy.

The Oregon Network was not, however, simply the frustrated reaction of rebuffed feminists. There was a clear need for information and action on equity issues.

On the one hand, SEEL was often asked for assistance by aspirants. The staff could only refer them to university placement agencies or the state administrators' association for information about job openings. There was reason to believe that these sources were inadequate. The association's information was limited and was used primarily by members. Also, many women were not listed in the files of university placement offices, which, like many placement centers, did not encourage women to apply for jobs that were traditionally male.

On the other hand, many questions had to be answered before an effective change strategy could be shaped. A search of the literature on administrative hiring led to nothing. There had been no systematic research on the hiring process itself. Furthermore, no one knew how many administrators in Oregon changed jobs or were hired each year. It was unclear exactly what the barriers were. One survey of a large school district in 1975 indicated that women comprised only 14 percent of the applicant pool for principals. If that were true, discriminatory practices alone could not account for inequities. Some data indicated that women had more classroom experience than men before they became administrators. Were different criteria applied to female and male candidates? It also appeared that screening and interviewing committees were overwhelmingly male; did that fact make a difference in hiring administrators? Other questions arose. How many and what kinds of administrative vacancies occurred yearly in the state? Who comprised the applicant pool? Who made hiring decisions? What were the criteria for hiring? Would the addition of women impose another burden on an already tight labor market?

The answers to these questions and others were not

readily available. Only by conducting a major research effort could SEEL answer those questions, and only by having those answers could SEEL devise effective strategies. Thus, The Oregon Network was conceived as one way to generate information that SEEL and others could use as a basis for designing strategies. A second purpose of the Network was to generate change by providing information about candidates and vacancies.

Finally—and perhaps most importantly—the publication *Sex Discrimination in the Selection of School District Administrators: What Can Be Done?*, by Doris Timpano and Louise Knight, was brought to the staff's attention in the spring of 1977.[1] That description of the efforts of Career Women in Education, a Long Island group which monitored administrative job vacancies, provided a model and impetus for The Oregon Network.

The origins of The Oregon Network, then, are to be found in (a) the realization that the strategy of altering the awareness of gatekeepers by presentations was not working, (b) an obvious lack of empirical evidence about barriers on which to found effective strategies, and (c) the appearance of a model for monitoring administrative vacancies. The new network's mission was first stated in a letter sent to women administrators in Oregon in April 1977:

> After six months' work on the Sex Equity in Educational Leadership Project, we have learned that a critical factor is the recruitment, training and placement of women in administrative positions.
>
> No matter how many publications we put out, or conferences we put on, individuals who believe and act on the premise that a woman could or should not perform administrative jobs will not have their beliefs changed until they see evidence to the contrary.
>
> Nationally and in Oregon, it is clear the responsibility of assisting women to find administrative positions is up to us. We hope to do something about it. We know the formal and informal processes used in administrative recruitment and selection that work to favor men. We need a system that works as well for women.

The result was that all administrative openings in Oregon's K-12 public schools during 1977-78 were documented. A total of 3,896 applications and 335 openings were reviewed. While women comprised 19 percent of the applicant pool, approximately 22 percent of the administrators hired were women. The service function of The Oregon Network included a clearinghouse of information about candidates and vacancies. Six issues of the *Directory of Administrative Candidates*, listing 192 aspirants—81 males (42 percent) and 111 females (58 percent)—were distributed to districts with administrative vacancies. The *Administrative Vacancy Listing* of 202 positions was sent to aspirants in the directory.

"We know the formal and informal processes used in administrative recruitment and selection that work to favor men. We need a system that works as well for women."

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[1] Available through NIE Papers on Education and Work: No. 3. NIE/DHEW, Washington, D.C. December, 1976.

Gaining Entry to School Districts

Every research and change project faces the problem of "entry," of gaining access to the system to be studied or changed, and SEEL was no exception. How could SEEL enlist the cooperation of Oregon districts and get information about their hiring practices? School districts were not required to give out this information, and SEEL lacked compliance or monitoring power to demand it. Further, SEEL members' credibility was suspect: they were seen as feminists, as "university types," and also as tainted by the money from a federal grant. It was obvious that a method was needed to give legitimacy to SEEL's efforts.

Through a series of meetings, the endorsement of the state administrators' association was granted. The reluctance of this group was voiced by one member who said, "People who have made it feel like they have exclusive secrets they don't want to share. You are asking us to share secrets." Nevertheless, at the association's business meeting in the summer of 1977, a resolution was passed to "endorse research efforts to promote fair hiring practices." The association's executive board shortly thereafter cosigned a letter to all districts supporting the Network's activities. The association's endorsement was very important to the success of the Network, and probably accounted for the almost total cooperation of districts. As it turned out, the field coordinators who monitored hiring practices reported cordial and helpful contact with administrators. Only two small districts refused to cooperate.[2]

Although several administrators expressed dismay over time demands the effort placed on them, voiced initial suspicion of the project, or were guarded about imparting information, many others seemed to welcome the opportunity to talk with the coordinators and cooperated fully. It was SEEL's impression that the administrators' association leadership was more conservative than its constituency, perhaps responding more to the resistant vocal minority than to the supportive majority.

Operations of the Research Function

An Oregon Network Coordinator and six field coordinators were hired.[3] Each field coordinator was assigned to a different region of Oregon.

Region I was centered in a major city and its surrounding suburbs, but also included two rural counties; it included 50 districts with more than 500 administrators and 160,000 students. Region II, in the north central part of Oregon, had both mountains and deserts; its 39 districts had 163 administrators and nearly 38,000 students. Region III covered the eastern third of the state and had 48 mostly small districts, totalling 164 administrators and 29,000 students. Region IV went from the central desert to the coast in southwestern Oregon, and had 47 districts, 346 administrators, and 71,000 students. Region V included a metropolitan region in the upper Williamette Valley and the central coast; it had 57 districts, 309 administrators, and 80,000 students. Region VI was an L-shaped piece covering the central valley and northern coast; its 61 districts included 260 administrators and 59,000 students. In all, the field coordinators were responsible for contacting 302 districts having 1,740 administrative positions. Districts with fewer than 50 students were eliminated from the study.

The coordinators' task was threefold. First, they established contact with the administrator in charge of hiring in each district in their region. The first contact was primarily to introduce themselves and the project to the administrators. Although all administrators had received a mailing cosigned by the researchers and the administrators' group, few seemed to remember it. Coordinators asked the administrators to notify them of vacancies as they occurred, and described the nature and purposes of the research.

Second, follow-up visits were made to districts with vacancies. The coordinators documented each position opening, the processes of recruitment and selection, and characteristics of applicants. Coordinators maintained phone and mail contact with their districts to keep track of vacancies. SEEL also received vacancy listings from individual districts, two of the state's three university placement offices, and the administrators' association. No single source proved entirely complete, but the field was well covered using a variety of sources.

Finally, when a position was filled, coordinators returned to the district to document final selection procedures and decisions. In all, the coordinators logged more than 20,000 miles of travel in contacting their districts.

Operations of the Service Function

The Oregon Network provided a clearinghouse service function to share information about vacancies and candidates. The intent was to provide access to information about available jobs and to give districts information about the pool of interested and qualified female aspirants.

The clearinghouse, while useful in itself, was mainly an adjunct to SEEL's research aims, providing information about the nature of the applicant pool, about hiring processes, and about the usefulness of the clearinghouse as a strategy for overcoming barriers to sex

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[2] All change projects have their humorous moments. One of SEEL's favorites occurred the first time a superintendent in a very small town adamantly refused to cooperate in providing hiring information. SEEL's strategy in a case like that was to look for others in the town who could get the information if official sources were not cooperative. The education chair of the American Association of University Women seemed to be a good, informed contact in many communities. But who was the education chair of AAUW in this case? The wife of the superintendent! Information was not obtained.

[3] The Oregon Network's effectiveness was due in great part to the energy, commitment, and ingenuity of the six field coordinators: Norma (Bean) McFadden, Sara Cogan, Bill Erdman, Walter Shelby, Joanne Stern, and Jim Bernau.

equity. There was evidence that directory and vacancy listings were used by districts and aspirants. OWEA continued publishing the directory, but the vacancy listing was discontinued.

The *Directory of Administrative Candidates* was begun by widely distributing a form to solicit persons who wished to be listed. It was sent to individuals, district offices, other agencies, and every school building in the state. The information for publication included the aspirant's name, sex, race, address and telephone, degrees and certificates held, areas of special interest, and types of positions sought. Additional information, used only in SEEL's research, included age, marital status, willingness to relocate, and willingness to consider either permanent part-time or job sharing positions. In all mailings and publicity it was made clear that SEEL would not screen or rate candidates.

SEEL decided to include men in the directory, believing that a list of women only would not be used as much or have the necessary credibility. Of the 192 persons eventually listed, 111 (58 percent) were women and 81 (42 percent) were men. Directory listings were sent to districts with known vacancies by the field coordinators, thus providing a personal link between the project and districts, and were also sent to SEEL's colleagues and other agencies.

Vacancy listings were sent to persons in the directory and to other agencies approximately once a month. In cases in which application deadlines fell before the next scheduled listing, a selective mailing about that vacancy was sent to persons in the directory who had expressed an interest in that kind of position.

Oregon Network Results

The six Oregon Network field coordinators documented 335 administrative positions and 3,896 applications in Oregon during 1977-78. Openings included those vacancies filled by appointment, transfer, or promotion, as well as those advertised in or out of the district. Additionally, SEEL gathered information about persons listed in the directory by a mail questionnaire. In this section, results of The Oregon Network's research are reported, including information on districts, vacancies, recruitment and selection processes, and applicants.

In this section, the figures reported are often not consistent from analysis to analysis. That is, in some cases an analysis is based on, say, 294 positions while the next may be based on 285 positions. This discrepancy occurs because The Oregon Network did not obtain complete information on every position. Rather than limit these analyses to only those positions for which complete information was available, it was decided to use, in each analysis, all positions for which some information was available. The actual discrepancies are fairly small and the differences in total figures do not significantly affect the overall trends.

Districts with Openings

Administrative vacancies occurred in 129 districts in Oregon in 1977-78, which was 43 percent of the 302 districts studied. There were no openings in nine of the state's 36 counties, which were mostly rural areas in the north central, eastern, and southwestern parts of the state.

Most administrative vacancies occurred in small districts. Nearly 60 percent of the districts offering jobs were in rural areas with fewer than 5,000 persons, while another 21 percent were in small towns. Nearly half the districts with vacancies had fewer than 1,000 students, and another third had between 1,000 and 2,000 students.

The number of vacancies in districts ranged from a low of one to a high of 22.[4] It was most common for only one vacancy to occur in a district (46 percent); in 90 percent of the districts with openings, there were five vacancies at most. Only six districts in the state had more than five vacancies each.

Of those districts, 90 hired men only, while 39 (30 percent) hired at least one woman. Generally, districts offering more jobs were more likely to hire women. The three largest districts with vacancies in 1977-78 (they are among the five largest districts in the state) combined accounted for 20 percent of the women hired, although they offered only 15 percent of the available jobs. The six districts studied that offered more than five jobs (between six and 22 openings) accounted for 28 percent of the females hired, but only 21 percent of the jobs offered. All except one of these districts were in the Willamette Valley.

In fact, there was a striking association between district size and location and the hiring of women. The five counties which contain the state's two metropolitan areas accounted for 68 percent of the females hired, while offering only 42 percent of the available jobs. Again, all were in the Willamette Valley. In contrast, no women were hired in 11 counties in which vacancies occurred. With the exception of one county in the middle of the Willamette Valley, all these counties are in the eastern half of the state or the extreme northern coast.

All but four of the women hired in 1977-78 found positions in districts west of the Cascade mountains. In the 17 counties lying east of the mountains, only four women (six percent of the total) were hired in the 30 districts (24 percent of the total districts with vacancies) offering 47 jobs (16 percent of those offered).

In part, not many women were hired in that part of the state because not many women applied for jobs there. Only 38 applications from females were reported in those 17 counties, as compared with 309 applications

[4] One district actually had more. However, in that district and in two other large, metropolitan or suburban districts, the changes in administrative personnel were by "shuffle"—lateral transfers of principals among buildings. These changes included no alterations of pay, status, level or type of assignment, or other features commonly associated with job advancement. The 35 positions that changed hands in this manner are not included in this analysis.

from men. Women thus comprised only 12 percent of the applicant pool for positions in that region, whereas the statewide average was approximately 19 percent. All but one county in which the proportion of women in the applicant pool was higher than the statewide average were in the western part of the state.

There was no apparent connection between the proportion of female applicants and the proportion of women hired. That is, having a higher than average percentage of women in the applicant pool did not seem to lead to higher percentages of women being hired. Conversely, having a low proportion of women in the applicant pool did not necessarily result in a low percentage of women being hired. Several analyses were performed, and none produced a clear and consistent pattern. For instance, 31 districts in the state hired a greater than average proportion of women. Half those districts had applicant pools containing a higher than average proportion of women, but half did not.

More than 55 percent of the districts with vacancies had no female line administrators, and another 29 percent had only one or two. No women staff administrators were reported in 60 percent of these districts, while another 29 percent had only one or two.

Although 84 percent of the districts offering jobs reported having an affirmative action plan, 71 percent had only a policy, 40 percent had specific goals, and only 25 percent had specific timelines for affirmative action.

Administrative Openings

Three hundred administrative vacancies occurred in Oregon in 1977-78, not counting those filled by "shuffle."[5] Of those positions, more than half (167, or 56 percent) were principals or assistant principals. Another 12 percent (36 positions) were superintendents. The remainder included 33 director or supervisor positions (11 percent), 27 coordinators (nine percent), 25 consultants or administrative assistants (eight percent), four assistant superintendents (one percent), and six miscellaneous others (two percent).

The positions offered were fairly evenly divided among secondary (34 percent), elementary or middle school (29 percent), and central office (31 percent) assignments, with six percent miscellaneous or unknown assignments. Nearly two-thirds of the jobs open (65 percent) involved general administrative responsibilities; another 13 percent were in the areas of curriculum and instruction and seven percent were in pupil personnel services areas. The remaining 15 percent were miscellaneous or unknown duties.

Approximately half the jobs (51 percent) carried salaries of between $20,000 and $30,000. Another 18 percent had salaries of less than $20,000, while only four percent were above $30,000. Approximately one fourth of the salaries (27 percent) were either tied to the district's salary index or were negotiated with the successful candidate, depending on experience and qualifications.

About four-fifths of the vacancies filled (79 percent) were replacements of incumbents, while 61 new jobs in that year represented an increase of three percent in the administrative labor force in the state.

Recruitment for Positions

Eighty percent of the vacancies were filled through some competitive process. More than two-thirds (68 percent) were advertised outside the district, while 12 percent were advertised only within the district. Only 16 percent of the positions were filled by appointment.

Line positions such as superintendent or principal, and positions usually requiring special knowledge or skills, such as director-supervisor, consultant, or coordinator, were recruited through widespread advertising. Approximately 80 percent of these positions were advertised outside the hiring district. In contrast, more than 40 percent of assistant principalships and nearly 80 percent of administrative assistant positions were filled by appointment or were advertised in-district only.

Of the positions openly advertised, somewhat more than half were listed with the state's university placement services and slightly less than half were listed in the state administrators' association vacancy listings. About 40 percent were advertised out of state. The Oregon Network carried notices of 202 vacancies. About one out of five (19 percent) of the jobs were advertised for a period of less than two weeks, while more than half (53 percent) were open for between two weeks and a month; another 25 percent were advertised for between one and two months.

Seven districts had formal programs of internships or other mechanisms for grooming and promoting potential administrators, and another 49 reported having some form of informal grooming program. Although 30 percent of the districts reported making special efforts to recruit women and minorities for administrative positions, cross-checking by the field coordinators discovered such special efforts in only 12 percent of the districts.

Selection Processes

For positions which were openly advertised and recruited, there appeared to be a very standard procedure. Paper applications were screened, interviews were con-

[5] It is almost certain that the Network's field coordinators missed a small number of openings. It may be that a few openings occurred in the closing days of the project, an administrator neglected to inform a field coordinator of some openings, or—for a variety of other possible reasons—a vacancy here and there slipped by unnoticed. Nevertheless, the field coordinators were extremely conscientious, working in several cases beyond the period for which they were paid in order to get last-minute changes, and the figures reported here are substantially complete. The small number of positions that were missed would not substantively affect the results.

ducted, a recommendation was made, and top administration or the school board offered the position to the final candidate. This procedure was used in almost all the advertised vacancies studied.

It was usually the case that these processes were conducted by administrators who were males. However, in many cases, these processes were done by committees which included teachers, board members, or other persons.

Because of the way figures were reported to the field coordinators, and because data are missing on many of the vacancies studied, exact figures on who was involved in these selection processes are not available. A general estimate, however, may be obtained by calculating the proportions of persons in various positions who were reported as being involved in various steps in the selection process, as well as the proportions of males and females at each step.

Administrators were most heavily represented at the screening stage, being slightly more than half of the persons involved in that step. The figures in Table 1 give the percentages of people in different roles (and of males and females) reported as being involved in the three major stages of selection. It should be emphasized again that these figures are not very "hard," but the trends seem fairly definite.

TABLE 1

Composition of Groups Reported as Participating in Screening, Interviewing, and Offering Jobs, By Position and Sex

	Screening	Interviewing	Offering
Administrators	51%	45%	32%
Teachers	18	16	3
Board Members	19	28	64
Others	12	11	2
Males	75	74	82
Females	25	26	18

If numbers translate into influence, then administrators were most influential at the screening and interviewing stages, but less so at the stage of offering the position. Board members were correspondingly more influential at the point of offering the job, but less so in earlier stages. These figures must be read with two points in mind. First, it is probable that the strong showing of "board members" comes from the fact that 12 percent of the positions studied were superintendents; board members are usually more involved in those hirings than in other positions, and thus may be over-represented in the figures above. Second, it was often reported that "the board" made the final decision to offer a position; since most boards are composed of five or seven members, all were counted in these figures, although all may not have been actively involved.

It is clear that women were much less represented in the "offering" stage than in earlier stages, and presumably they had less influence.

The Applicants

A total of 3,896 applications, or nearly 13 per position, were reported to the Network's field coordinators.[6] Of that number, 3,153 or 81 percent were from males while 743 or 19 percent were from women. Table 2 shows what happened with those applications in terms of the percentages of males and females represented at each step.

TABLE 2

Percentages of Male and Female Applicants Represented at Each Step of Selection Process

	Application	Interview	Finalist	Hired
Males	81%	78%	77%	78%
Females	19	22	23	22

Comparing each step with the initial applicant pool, 28 percent of males who applied were interviewed, while 34 percent of females who applied were interviewed. Fourteen percent of males and 18 percent of females who applied became finalists. Seven percent of males who applied got the jobs, while nine percent of females who applied were hired. Thus, it would appear that the chances of a woman who applied for a position were slightly better than a male's, but the difference is so small that it is not significant.

In all, 65 women and 233 men were hired for administrative positions in Oregon in 1977-78. Breakdowns by position will be described next.

By calculating the percentage of women represented in each stage of the hiring process (applications, interviews, finalists, and hirees), their progress from applicant to successful candidate can be charted. Table 3 presents these percentages.

[6] This calculation includes positions filled by appointments, for which the person appointed was counted as an "application." Considering only those positions which were openly advertised, the figure is closer to 16 applications per position. Applications—rather than persons—are used in these calculations; most applicants applied for more than one position, and it was impossible, given the Network's policy of maintaining anonymity of information, to identify individual applicants.

TABLE 3

The Percentage of Female Applicants by Stage of Hiring and by Position

	Application	Interview	Finalist	Hired	% Change from Application to Hired
Superintendent	3%	2%	1%	3%	0
Asst. Super.	13	0	0	0	−13
Principal	14	19	17	15	+ 1
Asst. Princ.	25	23	26	22	− 3
Director-Supervisor	15	15	24	24	+ 9
Coordinator	28	41	45	37	+ 9
Consultant-Specialist	74	51	60	67	− 7
Administrative Assistant	26	25	26	39	+13
Other	26	68	50	50	+24
TOTAL POOL	19	22	23	22	+ 3

It does not appear from these figures that there is one stage of the hiring process that is an identifiable barrier to women; that is, in no column are the percentages uniformly and significantly lower for all positions than the figures in the column to the left of it. Comparing applications with hirings, proportionately fewer women are hired than apply for positions of assistant superintendent, assistant principal, and consultant-specialist. Women are hired in larger proportions than their representation in the applicant pool, however, in the positions of principal, director-supervisor, and coordinator.

In all, women are hired in roughly the same proportion as their representation in the applicant pool; overall, in fact, the rate is slightly higher.

Because the initial applicant pool was so large, it was impossible to obtain more detailed descriptions of those persons. Information is available, however, on the interviewees, finalists, and successful candidates. Table 4 describes those figures.

TABLE 4

Age, Average Years of Administrative Experience, and Average Years of Teaching Experience of Interviewees, Finalists, and Successful Candidates

	Interviewees	Finalists	Successful Candidates
Age	38.10	38.20	39.30
Admin. Exper.	4.34	4.82	6.98
Teach. Exper.	7.84	7.64	8.61

At each stage (with one minor exception) the persons who became finalists or successful candidates were older and had more teaching and administrative experience than persons who did not advance.

Experience seemed to be the telling factor that affected an aspirant's chances for advancement through the selection process. At the interview stage, "experience" was the most frequently cited reason for advancing some persons and not others, being reported in 35 percent of the cases. At the same time, "lack of experience" was the reason most often cited for not interviewing women when they applied; the most common reason for not interviewing women, however, was "no women applied," cited in 15 percent of the cases. Experience was an increasingly important criterion, being the most frequently cited factor for both advancement to the finalist stage (37 percent), and for the selection of the successful candidate (41 percent). Females' lack of experience (and the fact that no women applied) continued as the most frequently cited reason for not advancing women.

Additional information about applicants and their aspirations comes from data gathered by a mail questionnaire to all persons listed in the *Directory of Administrative Candidates*. The questionnaire was returned by 87 women and 67 men, or 80 percent of those listed in the directory. While this sample is not, probably, representative of administrative applicants generally, the results shed light on similarities and differences between females and males.

Women and men in the directory fell into two distinct categories: men who already had an administrative position, and women who were at pre- or entry-level positions. Among the other important comparisons:

- 93 percent of the men were married as compared with 52 percent of women.
- 33 percent of the women earned bachelor's degrees at the three major state universities, while only eight percent of men did so. Men more often earned their first degrees at other state colleges.
- 82 percent of the men, compared with 47 percent of women, held an administrative credential. Thirty-three percent of the men—but only one woman—held a superintendent's certificate.
- Almost 70 percent of the men identified their current position as line administration, in contrast to 24 percent of the women. While 45 percent of the women listed their job as teacher, counselor, etc., only 15 percent of the men did so.
- 39 percent of women identified their immediate career goal as superintendent, assistant superintendent, principal, or assistant principal; 78 percent of the men, twice as many, did so.
- More than 30 percent of men, but less than 20 percent of the women, listed "general administration" as their major interest; women were more

likely to choose areas such as particular subjects, early childhood education or special education, staff development and personnel relations, and curriculum development.

- 83 percent of the men, compared with 52 percent of the women, expressed a willingness to relocate to take a new job.

Men made slightly more applications (3.10 per person) for jobs listed in the Network's vacancy listings than did women (2.77 per person), but women (3.12) more than men (2.53) applied for jobs not listed by the Network. Districts reported receiving an average of 1.7 applications from persons listed in the directory. A nearly identical percentage of women (37 percent) as men (36 percent) were contacted by districts about openings, although more districts contacted men (1.91 per male) than women (1.70).

Questionnaire respondents were also asked to describe the jobs they applied for and their experiences in applying. One difference between men and women was that men were more likely to apply for positions as superintendent, assistant superintendent, principal, or assistant principal than females were. Women, in contrast, made more applications than men for positions as director-supervisor, coordinator, head teacher, consultant, administrative assistant or other jobs. There was no significant difference between the sexes in where they sent applications, which were distributed fairly evenly in the western portion of the state. Only nine applications from men and four from women, however, were to districts east of the Cascade mountains.

Surprisingly, men cited The Oregon Network's vacancy listing as the source of their information about jobs substantially more often than did women, and men more often than women learned of job openings from university placement services. Women, in contrast, more often heard of openings through notices from the district or from sources labelled "other" on the questionnaire; it is not known what those sources are.

Men more frequently reported being contacted by the district to initiate an application, while a higher percentage of women than men reported initiating contacts. Once an application was made ,women's and men's experiences were remarkably similar, with roughly equal numbers of men and women deciding not to pursue an opening, being turned down before interviews, being interviewed, being turned down after interviews, and being hired.

Changes in Positions

In general, the traditional pattern of what kinds of positions are and are not held by women did not change in Oregon in 1977-78. Table 5 describes the successful candidates for various positions, by sex.

TABLE 5

Hirees in Oregon, 1977-78, by Position

Position	Total	Male	Female	Percentage Female
Superintendent	35	33	2	5.7
Asst. Superintendent	4	4	0	0.0
Principal	109	93	16	14.7
Asst. Principal	59	46	13	22.0
Director-Supervisor	33	25	8	24.2
Coordinator	27	17	10	37.0
Consultant	12	4	8	66.7
Admin. Assistant	13	8	5	38.5
Other	6	3	3	50.0
	298	233	65	

It can be seen from the table that women were more likely to be hired in subordinate or staff positions than in superior or line positions. Females were only 14 percent of superintendent, assistant superintendent, principal, or director-supervisor positions, while they were 32 percent of assistant principal, coordinator, consultant, and administrative assistant positions. Table 6 displays the changes in administrative positions, by sex.

TABLE 6

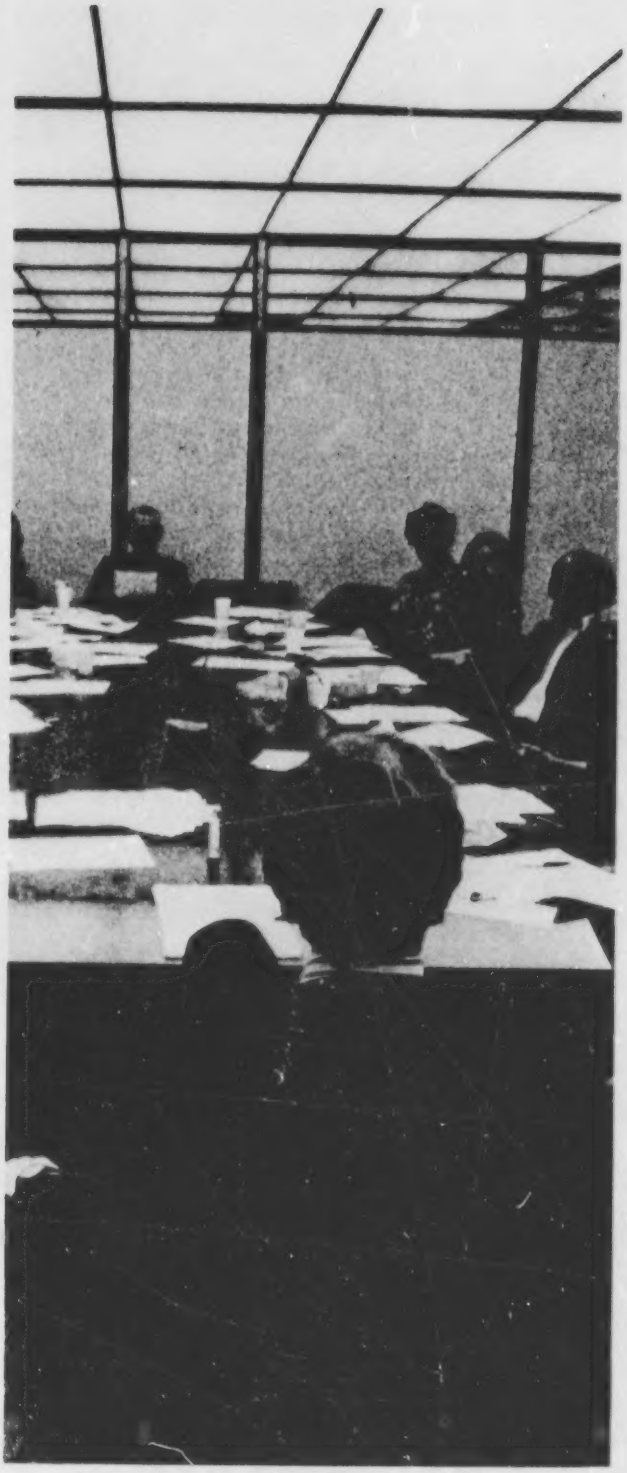
Changes in Sex Composition of Administrative Positions in Oregon, 1976-77 to 1977-78

		Incumbents			
		Male	Female	New Position	Total
Candidates	Male	169	16	36	221
	Female	25	13	25	63
	Total	194	29	61	284

Thus, just under 13 percent of incumbents were female, whereas some 22 percent of new hirees were women. While this gain is heartening, it should be viewed with caution. In the first place, the sheer numbers and proportion of women in administrative positions continue to be very low, so that—if the present trend continues—it will be a long, long time before equity is achieved. Second, other information indicates that this increase in Oregon is comparable with gains in other states, so it is unclear what effect The Oregon Network had on patterns of sex inequity in administrative hiring.

In terms of level of assignment, women were approximately twice as likely to be at junior high, elementary, or central office levels than at senior high level, where they represented only about ten percent of new hirees. In terms of areas of responsibility, women were

"Men made more applications for the positions of superintendent, assistant superintendent, principal and assistant principal."



much more likely to be hired in positions dealing with particular subject areas (40 percent of female hirees were in this area), curriculum and instruction (25 percent), or pupil personnel services (23 percent) than in positions with general administrative responsibilities (12 percent).

In summary, women did make gains in educational administration in Oregon in 1977-78. There was an increase in the percentage of females in administrative positions in that year, as well as a net gain in the sheer numbers of women in administrative positions. These gains, however, are fairly small when compared with the distance which must be travelled to gain full equity. Furthermore, women did not make significant inroads into positions of general administrative responsibilities, and they were more likely to be hired for subordinate or staff positions than for superior or line positions. Some of the reasons for inequity may be found in the attitudes and stereotypes of gatekeepers and aspirants alike, while other reasons have to do with systemic processes that result in discrimination against women. The next section describes ways that others can mount an effort such as The Oregon Network to attack these barriers to equity.

Operating a Network

In this section are described ways to operate an effort similar to The Oregon Network. Lacking the resources of federal funding, others may adapt from this description to fit their own purposes and resources.

A comparison can be made between The Oregon Network and Career Women in Education (CWE), the Long Island group described in the Timpano report. The CWE effort relied on unpaid volunteer monitors in a compact, densely populated area, while the Network used part-time paid field researchers to monitor an entire state. Both had a similar overall purpose, that of increasing the proportion of women in positions of educational administration. The reader thus has two models from which to select the most appropriate strategies.

The most important conditions needed to launch any plan include a critical mass of people and some resources. School district monitoring requires that people work hard and have an adequate budget. The people must have a commitment sufficient to begin and stick with the task, and they must be supported by appropriate resources.

This section is organized around eight issues or choice points that confront organizers of an effort like the Network: purposes, functions, territory, coordinator, monitors, resources, publicity and liaison, and forms.

Purposes

The first choice is that of purposes. Will the focus of this effort be on gathering information? providing information services? educating people? supporting aspirants? assisting grievants? The purposes selected probably depend on the organizers' interests and resources available. Those in academic settings may lean toward research functions, while people in other settings may be more interested in direct service and action.

A research effort probably requires greater resources and effort than a service function. Hiring information and data about applicants probably cannot be effectively obtained through mail surveys of questionnaires; they are best collected through personal contact. The process of collecting this information may help raise some administrators' awareness and it certainly provides an important basis for identifying barriers and strategies for equity.

The service functions are somewhat less costly to operate. Doing a vacancy listing requires having timely access to information about job openings. The candidates' directory is probably the simplest to operate; it requires sending forms to potential aspirants and distributing the compiled information to districts. The vacancy listing can help break down the "old boys' network" that excludes women from information about vacancies, while the directory can negate the commonly heard complaint that qualified female applicants are not available.

The effort might encompass other purposes such as providing a support and resource group for female aspirants, conducting workshops to help aspirants prepare for administrative careers, or supporting grievants in discrimination cases. In Oregon, these purposes were served by OWEA rather than The Oregon Network.

Another choice is that of one's stance toward "the system." Even if the decision to monitor vacancies is shaped by anger, there are pitfalls in adopting a confrontative stance toward sources of information. The cooperation of the state administrators' association certainly helped the Network. Obtaining access to applicant files and eliciting the cooperation of administrators who took time to dig up information about hiring practices would have been much more difficult without that group's support.

Functions: Research and Service

If your effort is to include a research function, decisions must be made about what topics to study. If you want to operate an information clearinghouse, you need to decide whether to offer a vacancy listing, a candidates' directory, or both. Kinds of research topics are listed here first, and then considerations for operating a clearinghouse.

Research. Information that might be gathered falls into five categories.

DISTRICT

1. Identification: name, number, address, telephone, superintendent or other contact person, size.

2. Personnel: size and sex composition of administrative and certificated staff.
3. Setting: size and setting (city, suburban, rural) of town in which district is located, unique or particularly salient characteristics of district or town.
4. Policies: affirmative action policies and plans, formal or informal procedures for grooming prospective administrators (and whether these procedures encourage or discourage women).
5. Hiring: whether the district makes special efforts to recruit female applicants and whether the district usually fills positions from within or outside the district.

POSITION

1. Title and responsibilities of the position.
2. Assignment (elementary, secondary, district office).
3. Whether staff or line position (especially whether the position supervises other adults and has budgetary responsibilities).
4. Salary offered, and whether supported by "hard" or "soft" money.
5. Place within the organizational hierarchy.
6. Whether the position is permanent or temporary, full- or part-time.
7. Whether the position is a new one or replaces an incumbent (if the latter, whether the incumbent is female or male).

STRUCTURE

1. Names (if possible) and number and sex of person or persons receiving and screening initial applications.
2. The same information on person(s) conducting interviews.
3. The same information on person(s) making recommendation of finalist(s).
4. The same information on person(s) who actually make the job offer, whether administration or school board.

PROCESS

1. Whether the position is to be filled by (a) appointment, transfer or promotion without competition, (b) recruitment within the district only, or (c) recruitment outside the district, possibly outside the state.
2. If advertised, what channels and media are being used to recruit for the position.
3. Whether special efforts are made to recruit female applicants.
4. What particular steps are taken to fill the position. In the case of open competition, these steps usually include screening of applications, interviews (sometimes two rounds), recommendations by the interviewer(s) to a higher authority, and an offer of the job to the successful candidate.
5. Whether there are variations in this basic process that seem to discriminate against women or significantly reduce their chances for a fair opportunity.
6. What criteria are used at each step of the process to pass some candidates along and weed out others, with special attention to how women candidates are treated.
7. Whether the hiring process used in a particular instance appears to deviate from established district policy or practice.

APPLICANT POOL

1. Number and sex composition of initial pool of applicants and, if possible, comparison of qualifications of men and women.
2. The same information on persons interviewed.
3. The same information on persons in final list of recommendations.
4. Characteristics of the person hired, including basic demographic information, and data about prior position, district, and assignment.

Much of this information is valuable because it provides a complete picture of the filling of a given administrative position. Other kinds of information are valuable primarily when they are compared across several districts. Gaining a composite picture of your territory, for instance, requires counting positions and noting which ones are filled by women. Other patterns can be found by looking at questions such as: Are women more likely to be hired through appointive or competitive recruitment? Does district size, sex composition, or setting make a difference? Are women more likely to be hired in staff or line postions; in elementary, secondary, or central office jobs?

Service. Operating a service function also requires making decisions about the information to be included. Your vacancy listing or candidates' directory might include this information:

VACANCY LISTING

1. District, with address and telephone
2. Setting or other special characteristics
3. Salary offered and length of contract
4. Responsibilities and assignment of the position
5. Deadline for application
6. Materials to be submitted in application
7. Person to be contacted for application and information

CANDIDATES' DIRECTORY

1. Name and address
2. Sex and race (optional)
3. Certificates or credentials held
4. Positions sought
5. Areas of particular strength or interest

(In addition, The Oregon Network collected information from aspirants such as age, marital status, willingness to take a permanent part-time or job-sharing position, and similar information that was used in research but was not published in the directory.)

Territory

The region you cover may be a single district, a town, a metropolitan area, a county, one region of the state, an entire state, or a larger entity. That decision hinges on one's constituency and resources. It is best to have a readily-definable territory that already has a distinct identity. Your constituents can readily see themselves as "belonging" to a definable area such as a county or metropolitan area and thus lend greater support to your effort.

Generally, smaller territories are more homogeneous and thus easier for purposes of comparison among districts within the territory. Certainly, it is better to handle a small region well than a larger one haphazardly. The final decision will probably be a trade-off among the level of effort desired, constituent interest, and resources available.

The second consideration is how to define the area each monitor will cover; the point is to cover the full territory yet insure an equitable workload among monitors. Paid monitors can probably cover a larger area than volunteers because their time and expenses are reimbursed.

Dividing the territory is approached with statistics and a map. The statistics include information about the number and size of districts in the territory; the map helps mark off geographical boundaries. The SEEL staff divided the state into six regions and then made several rearrangements to take into account numbers and size of districts, location of easily travelled-roads, and the like. The result was a compromise that traded small and densely-populated regions for larger areas with longer travel times. It is probably a good idea to keep administrative units (such as county lines or intermediate education districts) together whenever possible.

Coordinator

You will need a coordinator to carry out your effort. The experience of both SEEL and CWE suggests that it is impossible to maintain a strong monitoring effort without a single, central person in the coordinator's role. For expertise, continuity, liaison with other agencies, and knowledge of the undertaking, one person is essential. The functions probably cannot be served by volunteers or a rotating membership. It may, though, be possible to locate research functions in one person and service functions in another, provided that the two maintain excellent communication.

The coordinator should have familiarity with equity issues and with schools, abilities in organization and communication, and knowledge about change processes and research. If the coordinator is to be a spokesperson for the effort, he or she should have public relations skills. While SEEL found no major impediment to having a male as a coordinator, it may be preferable to have a woman in that role. On the one hand, it may be easier for a male to gain access to male-dominated administrators' groups, but on the other hand, a female might work better with a predominantly female support group for aspirants.

Monitors

SEEL hired six monitors at three-tenths time for nine months, while monitors in the CWE project were volunteers. In either case, in monitors you should look for initiative, interest, and an ability to work on their own without close supervision. They should be able to organize their time, scheduling appointments and other arrangements to cover their territory expeditiously. They should be able to maintain cordial working relationships with school personnel. If they are to travel, they should have a reliable car and the ability to be away from home for several days at a time. CWE monitors apparently covered one district each; it was up to each monitor's discretion as to whether she wanted to contact the top administration. SEEL's monitors covered an average of 50 districts each and worked directly with top administration. The monitor's duties and qualifications will depend partly on which strategy you adopt.

Whether paid or unpaid, the potential monitors should have an interest in and some commitment to equity for women. There was a considerable range of attitudes toward feminism among The Oregon Network's monitors when they were hired; all later reported moving significantly toward more feminist attitudes during the course of the project.

The Oregon Network's monitors were hired not only for their individual qualities and talents, but also with an eye toward how well they would probably work together as a group. Some of the most productive and exciting times in The Network's life occurred during meetings of the monitors; you should consider group as well as individual characteristics when signing on your monitors.

The Oregon Network's monitors adopted a fairly uniform set of procedures that can serve as a model for your monitors:

Organize. Become familiar with the region assigned, the project, and necessary forms and materials. Keep a file system of one file folder per district, containing all information about that district plus a log to note contacts, dates, names, and other information. Determine most economical routes and schedules for covering the territory.

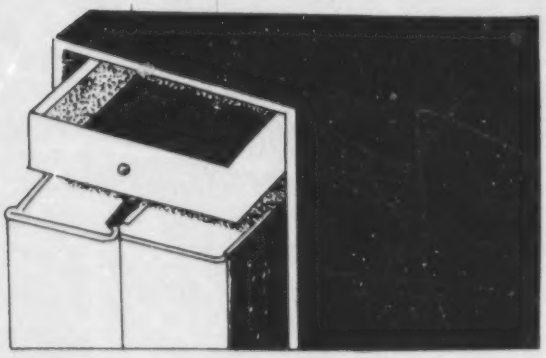
Contact. Make contact with key person in each district by a letter of introduction, followed by a telephone call to set up an initial appointment. The initial appointment should include time to discuss administrators' concerns about sharing information, explain carefully the project's purposes, and assure the contact person that individual identification and information will be kept confidential.

Follow up. Secure a commitment to be informed when a vacancy occurs; check periodically by phone

because administrators tend to forget. Gather information about each vacancy and report it promptly to the coordinator, especially if a vacancy listing is being maintained.

Documentation. Make arrangements with each administrator as to how to document people and processes in each vacancy. Some administrators will allow access to the records so the monitor can compile information, while others will want warning ahead of time so they can have information available when the monitor visits. Submit samples of early documentations to the coordinator for checking on information recording and completeness.

Exit Interview. If the project has a definite ending point, conduct an exit interview with each administrator to collect last pieces of information about the district and its hiring and to provide an assessment of the effort from the administrator's point of view.



Resources and Financing

A critical question is whether staff will be paid or volunteer. There are problems in relying on unpaid labor. After initial enthusiasm wanes, other interests and commitments impinge on the volunteer's energy; CWE soon found that people usually became inactive in the organization after they found jobs and that most of their volunteers were currently unemployed. The problem with paid persons is that they are expensive: the greatest share of the Network's budget went to salaries and related expenses. The coordinator was a half-time position on the university's faculty pay scale, while monitors were paid at roughly the same rate as graduate students, about $400 per month.

The coordinator should probably receive a salary, even if only a token. (Timpano's being on sabbatical leave from her administrative position, and thus able to donate her labor to CWE, was a fortunate circumstance.) Even if monitors are not paid, it would be desirable to reimburse major expenses such as travel.

Your effort will need secretarial and other support services. Letters need to be typed, telephones answered, mailings gotten out, and so on. The Oregon Network used perhaps ten to twenty percent of the SEEL secretary's time. Because of the mass of data compiled by the Network, computer analysis was required, which meant using some of the time of the SEEL research associate who had computer skills and hiring two coders who were paid on an hourly basis.

It is important to budget resources for training the coordinator and monitors. SEEL staff members met with monitors four times, first to orient them to their jobs and later for problem-solving and progress-sharing sessions. These sessions proved invaluable for exchanging information and resources, tips on ways to solve particular problems, and for the comaraderie that grew out of both work and social events (include a party fund in your budget . . . you'll need it!). There should be one final meeting for the monitors to turn over records to the coordinator and to recap the experience. At the final SEEL meeting, staff monitors shared feelings about the collaboration, talked about future plans, and debriefed each other about the experience.

An essential question is how to finance the effort. CWE supported itself for four months by selling buttons that read "Support Women Administrators!" After that, the organization charged dues of $10 for individuals and $25 for institutions. Additional income sources included honoraria paid to CWE speakers and consultant fees for the organization's services. You might also wish to investigate the possibility of non-profit tax-exempt status, which allows you to receive donations.

The Oregon Network was financed by SEEL's WEEA grant. The Network's budget was fairly substantial due to seven part-time salaries (the equivalent of 2.3 full-time positions) and related expenses. In addition to salaries and expenses, you will need funds for expenses such as postage, stationery, reproduction, office, meeting refreshments, telephone bills, printing, and perhaps computer-related costs.

A directory of candidates could certainly be financed out of relatively modest dues assessed members; this is how OWEA will finance the operation of the directory in future years. The only real costs involved are preparing and duplicating forms, mailing them to potential candidates, compiling the information received, duplicating it, and mailing it to district and other agencies in your territory.

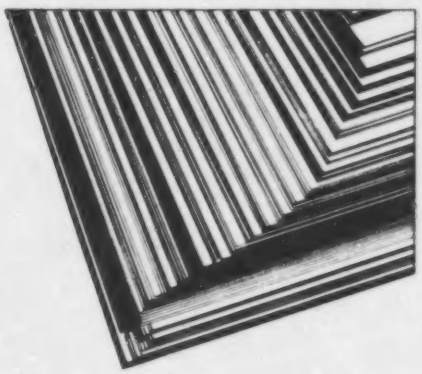
The vacancy listing is a somewhat more expensive operation, since it involves a greater effort to acquire the information needed. There is another complication. Most universities and many administrators' associations maintain vacancy listing services for which people pay money. SEEL was able to use information provided by those services for free, an arrangement that was possible only because of an agreement that The Network's listing would operate for one year only on an experimental basis. Presumably, monitors will be able to acquire the information needed to maintain a vacancy listing, but only if careful groundwork has been done to cultivate and nourish reliable and timely sources of information.

Publicity and Liaison

Appropriate publicity and the support of important groups in your territory can help you greatly. Publicity can spotlight the issues and your efforts to deal with inequities, thereby putting pressure on districts and helping to recruit members. Liaison with education agencies and with important organizations of administrators, teachers, and school board members can provide the credibility you need to acquire information and provide services.

The important thing is to know which groups in your territory are politically important and whose support you need. Face-to-face contacts are probably the best way to establish rapport and explain your purposes to these groups. Expect only minimal results from mailings and other impersonal forms of publicity. Even after several mailings, The Network's monitors found that many superintendents still had not heard of the project. Nevertheless, every bit of awareness helps, and neglect of even a small step like mailings seems to hurt a lot.

The Oregon Network's coordinator and other SEEL staff members made a point of contacting important educational organizations in the state, especially the state administrators' organization. SEEL found it especially helpful to secure a public statement of support and commitment from the administrators' organization, which provided a legitimacy that opened doors when the monitors visited school districts. Another important liaison was provided through the SEEL project's advisory council, which included influential people from a variety of agencies and organizations in the state.



Forms

Nobody likes forms but they are genuinely essential for maintaining standard kinds of information and comparability among data. The number and kinds of forms you use will depend on your purposes. Forms used by the Network are listed below, and copies are included in the Appendix.

Research and Monitoring Forms

1. *School District General Information.* A description of each district, including address, names, composition of staff, anticipated vacancies, affirmative action policies, and the like.
2. *Administrative Vacancy Description.* A sheet for each openly advertised position, including title, duties, assignment, salary, application requirements, and the like. This form was often supplemented with the district's own vacancy notice.
3. *Hiring Process Description.* A description of the steps by which each position was filled, including advertising and recruitment; composition of the various committees involved in screening, interviewing, and recommending; data on applicants and interview pool; and characteristics of the successful candidate and incumbent.
4. *Final Callback Form.* An interview schedule for the exit interview each monitor conducted with the contact administrator, including reactions to The Network and miscellaneous information about the district.

Clearinghouse Forms

1. *Directory Listing Form.* A sheet on which aspirants listed information about themselves for inclusion in the directory of candidates, including personal information, interests, experience, qualifications, positions sought, and so on.
2. *Directory of Candidates.* An alphabetical listing of candidates, with essential information about each, distributed to all districts with known vacancies.
3. *Directory Questionnaire.* A survey form sent to all persons listed in the directory including questions about each person's experience in seeking a job, reactions to the service, background, etc.
4. *Vacancy Listing.* A periodic listing of all known vacancies, listed by job category (superintendent, high school principal, etc.), including information about job, qualifications, salary, application requirements, and application deadline.

6

Evaluation of the SEEL Project

Did the SEEL Project accomplish its goals?

- Was there a greater proportion of women administrators in Oregon in 1979 as compared to 1976?
- Were there more women preparing to become administrators in 1979 as compared to 1976?
- Were attitudes that served as barriers to women's entrance and advancement in administration changed?
- Were training programs altered?
- Did school districts change inequitable hiring practices?
- Was a legacy for change created?

The answer to each of these questions is "Yes, but . . ." Although the questions are simple, the answers are not.

There was a greater proportion of women administrators in 1979 in Oregon as compared to 1976, but it is unclear whether this was due to SEEL. To test the efficacy of the SEEL Project, it must be seen if more women became administrators in other states. Perhaps the rise of women in administration is a national phenomenon. Perhaps there would have been an increase of women in Oregon's public school administration even if a SEEL Project had not existed. The data are clear that more women in Oregon were enrolled in formal preparation programs in 1979 as compared to 1976. But will these women become school administrators? There is evidence that some people's negative attitude toward women as administrators changed. But the data are selective and subjective. Training programs were changed. But there is little evidence about training programs' effectiveness in changing participants' behavior. The evidence of women employed as administrators indicates some changes in district recruitment and selection. But will these changes endure? The SEEL staff is cautiously optimistic that the future is positive regarding more women entering and advancing in educational administration. But evidence of change in Oregon can only be measured in the future.

Before and After SEEL

In this chapter, evaluation data are presented about the SEEL Project's effectiveness. The data were gathered and prepared by SEEL staff members (primarily Jean Stockard, Ken Kempner and Rita Pougiales).[1] There was a conscious attempt to use various methods of evaluation and data collection. In some cases the data are objective—comparisons of numbers gathered from records. In other cases, the data are more subjective—reports of impressions, testimonies, conversations, or staff notes. In the following sections, the six questions presented in this chapter's introduction are answered.

The Number of Women Administrators

There was a greater proportion of women school administrators in Oregon since 1973-74. Table 7 compares the proportion of women in various administrative positions in Oregon (the year after the Oregon Network began) to the proportional representation in earlier years. These figures indicate a slight, but steady, increase of women's representation in general since 1974; the increase is most noticeable in the assistant principal and coordinator/consultant posts. The percentage increase of women in 1978-79 was higher than in any years since 1974-75 (both an increase of 0.8 percent). Standard tests of significance show that the long-term increase in women's proportional representation from 1971-72 to 1978-79 cannot be attributed to chance ($z = 2.4$, $df = 4382$, $p. < .01$). However, the yearly increase from 1977-78 to 1978-79 (the year in which the Oregon Network would be expected to have an effect) may be due to chance fluctuations ($z = 0.8$, $df = 4746$, $p. < .50$).

TABLE 7
Percentage of Women in Administrative Positions in Oregon Public Schools, 1971-72 through 1978-79

	71-72	72-73	73-74	74-75	75-76	76-77	77-78	78-79
Superintendent	0.8	0.8	0.4	0.8	1.2	0.8	0.8	1.9
Asst. Superintendent	5.6	4.5	2.9	5.1	1.3	3.8	1.3	0.0
Principal	6.1	5.9	6.1	6.5	6.7	7.4	8.1	8.4
Asst. Principal	5.8	6.2	9.1	6.9	11.8	13.3	12.2	14.5
Director/ Supervisor	27.4	24.6	22.6	25.1	20.2	21.0	20.5	18.4
Coordinator/ Consultant	35.3	31.1	28.2	37.1	37.5	37.1	39.6	40.9
Total	12.1	11.5	11.2	12.0	12.5	13.1	13.7	14.5
Total Positions	1981	2068	2124	2433	2256	2275	2345	2403

[1] For more information regarding evaluation of the SEEL Project see:

Kempner, Kenneth. "A Framework for the Evaluation of a Planned, Social Change Project." Unpublished doctoral dissertation. Eugene, Oregon: CEPM, University of Oregon, August 1979.

Kempner, Kenneth; Pougiales, Rita; and Schmuck, Patricia. "The Documentation and Evaluation of a Social Change Project: Sex Equity in Educational Leadership." Paper presented to the American Educational Research Association, San Francisco, April 1979.

Kempner, Kenneth; Pougiales, Rita; and Stockard, Jean. "Ideological Development in Planned Social Change Projects." Unpublished paper. Eugene, Oregon: CEPM, University of Oregon, 1979.

Pougiales, Rita, and Kempner, Kenneth. "Evaluation of Ideology: A Case Study of Social Change." Paper presented to the American Educational Research Association, San Francisco, April 1979.

Pougiales, Rita. "A Case Study of a Social Change Project." Unpublished doctoral dissertation. Eugene, Oregon; CEPM, University of Oregon. Forthcoming, 1981.

Stockard, Jean. *Sex Equity in Educational Leadership: An Analysis of a Planned Social Change Project.* Newton, Massachusetts: Education Development Center, 1982.

While there have been changes in women's representation in Oregon, it must be considered whether these changes were prompted by influences other than SEEL, including more liberal hiring patterns toward women throughout the country. One way to examine this possibility is to compare changes in the proportion of women administrators in Oregon to those in other states.

Data on the sex ratio of employees in public schools were obtained from the state departments of education in four western states: Oregon, Washington, California and Colorado. These states were chosen because of similarities to Oregon in demographic and geographic characteristics or because of their physical proximity and similar regional interests.

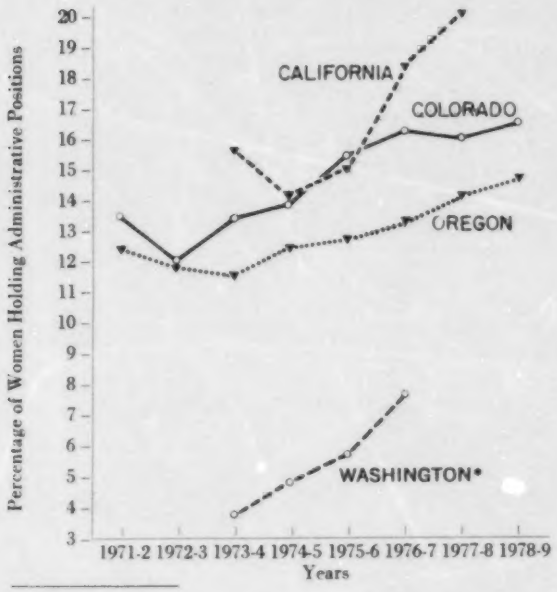
A log-linear analysis of contingency tables of comparisons between the four states from 1973-74 through 1977-78 was used. The variables included the state, type of position held, sex of the position holder and the year. Efforts were made to minimize the problems of different titles used, the number of employees and changes in the number of employees in the state and variations in the number of people in each position.[2]

The analysis indicates Oregon made no significant changes in the proportion of women in administration as compared to Colorado, Washington, and California; all four states showed increases in the number of women administrators. This is shown in Figure 3.

[2] See Stockard, *An Analysis of a Planned Change Project* (1980) for a complete accounting of this analysis.

FIGURE 3

Percentage of Women Holding Positions in All Levels of Administration by State and Year



*Washington data unavailable for 1977-78 and 1978-79.

These data, however, should be read with some caution. First, the figures for each year represent women who were employed as administrators. Thus, the year 1977-78 reflects women who were hired in 1976-77 when the SEEL Project began. Thus, Figure 3 reflects only the first two years of the SEEL Project. Comparative data for 1979-80 were not yet available from California, Washington or Colorado at the time of this writing.

Second, while these data indicate Oregon did not make significant gains in hiring of women administrators as compared to California, Washington or Colorado, SEEL Project goals included changing attitudes and procedures regarding the hiring of women *in the future*. The SEEL staff members did not, in fact, expect to produce dramatic changes in the number of women hired as administrators in only three years of work. SEEL Project staff members believed that changes in people's attitudes and organizational processes would happen incrementally over the years. Thus, changes regarding attitudes, preparation programs, hiring processes, and recruitment of women were also evaluated to determine whether changes were made in individual and organizational processes to reduce the obstacles to women's entry into administration.

The Number of Women in Preparation Programs

The number of women enrolled in administrative degree and certification programs in Oregon has increased. Whereas in 1975 there had been only two female graduates in the history of the department of educational administration at the University of Oregon, by 1979 five more females had graduated. In 1976 eight females were enrolled in the program, and this number

grew to 32 in 1979. Of the enrolled females in 1978-79, 75 percent had talked to the SEEL Project director or a SEEL staff member about their career plans. It must be noted that the number of male students has also increased; thus, females' percentage has not dramatically increased.

In certification programs, the proportion of females has also increased. In 1974-75 at the University of Oregon, women represented 12 percent of certification students; that figure grew to 23 percent in 1978-79. In fact the increased representation of women in the certification program has been so large that it cannot be attributed to chance.

In other departments of educational administration, however, a similar phenomenon has occurred. A mail survey of thirteen departments of educational administration in Washington, California, Colorado, and Idaho indicated a similar rise. It appears that in all states studied, women increasingly are becoming prepared to enter educational administration.

The reliability of the data, however, is questionable. Departments have not done an adequate job of record keeping; data often are not compiled by sex and departments do not necessarily have common designations of graduate student status. Furthermore, data about the number of students enrolled and the number of graduates are not available. We cannot tell, for instance, whether enrollments for males and females are discrepant from those for male and female graduates.

Although it appears that women are increasingly becoming prepared to enter educational administration, it remains unclear whether these women will become employed as administrators. For instance, of the few females who graduated from the department of educational administration at the University of Oregon, only one has become a school district administrator. Most women are employed by universities, state departments or other educational agencies. Their motives for not entering administration in a school district are varied. A similar phenomenon occurs with males, also. Fewer than half of the male doctoral graduate students from the University of Oregon have become school district administrators.

Although the increased number of women entering departments of educational administration is a positive sign, the question remains whether these women will become district administrators. Will sex selective and discriminatory selection and hiring practices be changed with more qualified women in the applicant pool? Perhaps. Oregon Network data, however, found no relationship between the percentage of women in the applicant pool and the hiring of women as administrators. One woman graduate student presented a fairly pessimistic picture: "It seems possible that a woman could spend a career getting prepared, only to retire having done nothing."[3] The question remains will districts hire women?

[3] Sex Equity in Educational Leadership. "Female Doctoral Students in Educational Administration: Who Are They?" *The SEEL Report*. May, 1978, p. 1.

Attitude Change

Building awareness and providing information about women in educational administration were two strategies used by the SEEL Project to change negative attitudes toward women. Yet psychologists remain unclear about the connections between attitudes and behaviors; human behavior is complex and often inconsistent.[4] Although SEEL staff members believed that activities designed to change individual's expectations and attitudes toward women were useful, they also believed a singular strategy focused only on altering attitudes would be incomplete.

A number of activities were directed at changing the attitudes of both women and men about inequities in educational administration. Of particular importance was changing the attitudes of women toward themselves. This emphasis for SEEL was apparent in some of the SEEL-sponsored conference workshops, such as "Assertiveness: Woman's Presentation of Self" and "The Nitty-Gritty Road to Becoming an Administrator," and presentations to many women's groups concerning inequities in administration.

Unsolicited testimonials from women and men indicated that conferences, publications, workshops, and discussions about inequities in educational administration are useful to help some women free themselves from cultural stereotypes and to enable male administrators to reflect on their differential treatment of men and women.

Judith Palmer identified five stages of feminist awareness: curiosity, identification, anger, consolidation, and personal power.[5] Over three years SEEL members saw many women, as well as men, travel through these stages. For instance, in 1976 many female administrators in Oregon were in the *curiosity* stage which involved interest but no clear feminist commitment. One very active OWEA steering committee member is an example. She began her involvement by coming to an OWEA meeting stating, "I am not a 'libber.' I have only experienced help from males in my district but I came here to find out about your organization." She has since moved through the identification and anger stages to the level of consolidation as shown by her commitment to work for the cause of women in OWEA and within the administrators' association. She is also a good example of demonstrating personal power, by her behavioral changes. She has become increasingly active as a participant in all-male groups and has initiated many programs in the state that would have intimidated her in previous years. SEEL members have also seen some men become increasingly aware and committed to the concepts of feminism.

The SEEL staff used only one quantitative measure of

[4] See for instance, Triandis, H. C., "The Impact of Social Change on Attitudes," in King, B. and McGennies, E. (Eds.) *Attitudes, Conflict and Social Change*. N.Y. Academic Press, 1972.

[5] Palmer, Judith. "Stages of Women's Awareness." *Social Change*. 9,1, 1979, pp. 1-4

attitudes, by giving pre- and post-attitudinal tests in the class on Sex Equity in Education. The results were not significant primarily because students who enrolled in the course already had high awareness and favorable attitudes about the issue.

Although data about whether the SEEL Project influenced attitude changes are not quantifiable, SEEL members firmly believed that education about sex roles is an important process for women, to change their self-image and their career aspirations, and for men, to learn more about the cultural stereotypes which have influenced their lives and their relationships with their female colleagues.

Administrative Training Program Changes

The SEEL staff tried to change programs in three ways: by introducing content to university program offerings about sex role issues, by increasing study of sex role issues as part of the continuing program for administrative training and by having more women appear on programs for administrators. Changes are apparent.

The SEEL class was taught five times and a course on equity including sex, race, and handicap, has become a regular part of the University of Oregon's offerings. The continuing education program for administrators now includes program offerings about Title IX and workshops on antidiscrimination law. The state administrators' association co-sponsored one workshop with OWEA on male-female working relationships. Most of these programmatic changes were brought about, however, because of legal mandates as well as the influence of the SEEL staff and other interested individuals.

Counts were also taken on the number of women appearing on the annual program of the Oregon and national administrators' association. In Oregon, proportionally women's representation at the annual convention was increased from 19 percent in 1976 to 32 percent in 1978. This change is dramatic compared to the proportion of women who appeared on the programs of the national administrators' association; in 1976, 13 percent women and in 1978, 15 percent women appeared on the program.

The SEEL Project made some gains in altering administrative training programs. While staff members believed these changes were useful to develop awareness and change behavior, the influence of training program changes on participants' attitudes and behavior remains untested.

School District Hiring Changes

Quantitative data indicate that more women were hired during the operation of The Oregon Network than in previous years. Three hundred administrative vacancies occurred in Oregon in 1977-78. Those positions were filled by 235 men (76 percent) and 65 women (22 percent). That figure represents a net gain of 36 women in administrative positions, as the 65 female hirees replaced 29 women incumbents or filled new positions.

Traditional patterns of female employment in administrative positions did not change much, however. Women were more likely to be hired in staff or subordinate rather than superior or line administrative positions. Women comprised only 14 percent of superintendent, assistant superintendent, principal, or director-supervisor positions, while they were 32 percent of assistant principal, coordinator, consultant, or administrative assistant positions. Women were more likely to be hired in positions dealing with particular subject areas (40 percent of female hirees were in this area), curriculum and instruction (25 percent), or pupil personnel services (23 percent) than in positions with general administrative responsibilities (12 percent). Generally, the highest proportion of females hired was in metropolitan areas which had more job vacancies than rural areas.

The Directory of Administrative Candidates was evaluated highly by those people listed. The directory was used by districts and by individuals; about one-third of the individuals listed in the directory were contacted by school districts with openings. This activity demonstrated to candidates and districts alike that women were interested and qualified in administration.

Whether these quantitative changes demonstrate that districts have altered their hiring practices is unclear. Perhaps the research effort of The Oregon Network itself influenced the hiring process. Even though the field coordinators did not assume an advocacy position in relation to hiring women (nor did they have any compliance functions), the knowledge that someone would seek information about the hiring of administrators may have influenced the outcomes. Whether women continue to apply and be employed at the same or higher rates in future years would be a greater test of the efficacy of The Oregon Network in changing hiring practices.

Legacy for Change

The SEEL Project's proposal to the WEEA Program emphasized building the state capacity for continued reform. Thus, SEEL Project members tried to establish a legacy for change that would continue in Oregon beyond the federal funding. SEEL members were successful in making several changes that will live on in the future. First, several products and research studies have been produced which may benefit people in Oregon as well as other states. The list of products is included at the end of this book. Second, there were alterations in curriculum for the training of administrators which will continue as program offerings. Third, many individuals have changed their behavior regarding their understanding and commitment toward equity issues. For several key individuals there have been noticeable changes in language usage, in discussions about equity issues, and observable commitment and support of feminism. As one man said, "I can no longer see the world in the same way any more." These individuals certainly are a legacy for change.

Finally, perhaps the most significant legacy for change was the establishment of Oregon Women in Educational Administration. OWEA has become a viable organization and will continue many state-wide activities such as putting on workshops, encouraging women to enter administration, negotiating with existing organizations, producing the Directory of Administrative Candidates and other activities. An identifiable group of women in Oregon has organized and adopted a strong advocacy position for achieving sex equity in educational leadership.

An evaluation of the SEEL Project found some success in achieving the original objectives; a greater proportion of women were hired as administrators and were preparing to become administrators. Also there was some positive evidence that some people's attitudes were changed and some organizational procedures altered to continue progress toward equity. Several products were developed and disseminated which may be useful to people in other settings. The newly founded organization, OWEA, perhaps can be effective in continuing the momentum for change. In the following two sections, other considerations for project evaluation are discussed.

An Evaluation Comparing Different Projects

Another approach to evaluating the SEEL Project's effectiveness is to compare it with other similar projects. Although no other project in the United States is directly comparable to SEEL, alternative strategies have been considered that could have used the three year SEEL budget of $470,000.

For instance, one strategy might have been the placement of women directly into administrative positions at no cost to the school district. At an average salary of $20,000 a year, seven women could have been funded as administrators for three years.[6] Because there are no assurances these women could be retained by the school district after the three years of funding, this alternative would have been limited in its legacy of change.

Another alternative could have been the placement of women as administrative interns in school districts. With the same budget as SEEL, twelve women at an average salary of $12,000 a year for three years could have been funded as interns in school districts. This strategy has been used, in fact, by three WEEA-funded projects.[7] These three projects provided training for interns, negotiations with districts, university credits and help with placement. Although the outcomes of these projects are yet unclear, the projects' legacies will be the women who participated in the program, the training materials developed, and the projects' evaluations. These projects, however, do not have the capability for following the interns who were prepared. Whether or not these women entered and advanced in school district administration is unknown.

Because of the lack of direct comparable data between projects, conclusions about the most effective strategies to increase the number of women in educational administration are merely speculative. Members from six WEEA funded projects pooled their knowledge and resources in a working conference, *Women in Edu-*

[6] This takes into consideration a rough estimate for benefits.

[7] Female Leaders for Administration and Management in Education (FLAME), Dallas, Texas. Dorothy Sanders, Director.
Women in School Administration (WISA), Billings, Montana. Lois Sindelar, Director.
Internship, Certification, Equity Leadership and Support (ICES), Lawrence, Kansas. Jerry Bailey, Director.

tional Leadership: The State of the Art.[8] The conference members made the following recommendations:

> Educational leadership projects funded under the Women's Educational Equity Act are directed toward changing individuals, institutions, or both. An examination of the six projects represented at the 1979 State of the Art Conference on Educational Leadership reveals that some successful strategies have been developed to prepare women for full and fair participation in educational administration. In addition, some successful strategies have been developed to change organizational policies and practices with regard to women's participation as educational leaders. THEREFORE, WE BELIEVE TRIED SUCCESSFUL EFFORTS TO CHANGE INDIVIDUALS AND CHANGE ORGANIZATIONS SHOULD BE IMPLEMENTED IN DIFFERENT SETTINGS, AND STATES.
>
> Although we know something of women in educational leadership positions, less is known, however, about the participants prior to their decisions to pursue educational leadership positions and even less is known about what happens to the individuals who have been catapulted in educational leadership as a direct result of WEEA projects. THEREFORE, WE BELIEVE FOLLOWUP STUDIES OF WOMEN AS EDUCATIONAL LEADERS WHO HAVE PARTICIPATED IN WEEA FUNDED PROJECTS IS IMPERATIVE.
>
> We have had some success in changing organizational policies and practices, but less is known about how change happens within systems such as departments of educational administration, school buildings, districts, agencies, and other organizations. Even less is known about which intervention strategies are appropriate for different systems. For example, are strategies geared toward changing a state agency also appropriate for a local school district? Are there different conditions of readiness (i.e., there may be a developmental process of change where certain strategies are more appropriate than others)? WE BELIEVE THAT RESEARCH ABOUT DIFFERING STRATEGIES UNDER DIFFERING CONDITIONS FOR IMPLEMENTING SEX EQUITABLE POLICIES AND PRACTICES IS NEEDED.

[8] *A State of the Art Conference: WEEA: Women in Educational Leadership.* Paper presented to the Women's Program Staff, Office of Education, April, 1979.

The Ultimate Worth of the SEEL Project

Social intervention projects are guided by values; they are designed to change people or social processes to a more "desired" state. All projects under the Women's Educational Equity Act are guided by the value, stated in law, of equal opportunities for males and females. SEEL was no exception to these guiding values. The SEEL Project was based on the premise that women's under-representation, prima facie, represented an unfair and unjust system. Equity would be a reality when sex segregation and stratification no longer existed in the labor market in general and in educational administration in particular.

Rawls' *A Theory of Social Justice* raises another consideration for social intervention projects.[9] He evaluates a project's worth by whether it benefits the "least advantaged members" of the system. For schools, the least advantaged members are students. Will the inclusion of women as educational leaders make a difference in the lives of students? Perhaps eliminating adult sex segregation in public school may have a positive impact on boys and girls.

Another ultimate concern raised by SEEL members was the function of administration itself. Are schools organized the most effective way to educate students? Most SEEL members did not believe that the structure of administrative positions is inherently worthwhile to society or schools. Will the inclusion of women into positions of administration merely perpetuate ineffective management or will the movement of women into educational administration perhaps change the governance functions of schools? The sex composition of a position appears to be related to job functions. Perhaps the proportional increase of women into leadership may change the processes of decision making, authority structures, and administrative procedures. Certainly school improvement must be an ultimate goal of intervention projects in education; SEEL members believed an employment system that is fair and just for adults could only have positive benefits for students and schools.

[9] Rawls, J. *A Theory of Justice.* Cambridge, Mass.: Belknap Press, 1971.

7

Achieving Sex Equity: Considerations for Action

This book was written to describe activities and programs that can be conducted to change the barriers women face in entering and advancing in educational administration. It has already been demonstrated that SEEL's three years' work in Oregon resulted in some positive changes. Change is possible. But how can these learnings in Oregon be translated to other states and settings? What can you learn from *The Oregon Story* to effect change in your own district, region, or state?

SEEL staff members did not believe they could prescribe specific courses of action for you to take. Solutions depend upon the problems to be solved, available resources, and the kinds of influence held by the individual or the group initiating change. Consequently, this chapter was written as a series of questions for you to consider the most fruitful mechanisms to bring about greater equity in your administrative work force.

The first question is, *who are you?* What power do you have to initiate changes? What is your job position? Are you a lone individual? A group? Do you have legitimate authority to take action? Where can you exert the most influence? A person who worked in a state department probably would not organize a grievance against a school district unless there were clear compliance violations. Yet if the legality of an issue is unclear, filing a grievance may be an appropriate and effective strategy for an independent group.

Second, *what are the identified problems in your area?* The first step toward action rests upon a clearly identified problem. Although data are available about the barriers facing women generally, what are the facts for your district, region, or state? What is the proportion of women qualified to apply for jobs? Perhaps there are many women qualified to apply but they have become discouraged from past discriminatory practices. How many women comprise the applicant pool? If women are not well represented in the applicant pool perhaps your strategies for action should be directed toward encouraging female aspirants, changing preparatory programs for administrators, or reaching those women who are qualified but do not apply. What is the proportion of women applicants to women hired? If women are well represented in the applicant pool and are not hired, perhaps you would aim action at hiring practices.

Third, *what activities can be accomplished?* Most people will have limited resources. If you are a volunteer independent group without staff assistance, you will have to rely on the efforts of already busy people. Perhaps holding monthly informal meetings and talking about barriers facing women is all that you can reasonably hope to accomplish. On the other hand, with minimum staff assistance, you might develop a speakers bureau of qualified women speakers to act as role models. Perhaps you might enlist the resources of your state department or administrators' association and conduct research or monitor district hiring practices. Perhaps efforts should be directed toward writing a proposal and getting funds to hire an executive director. All people want their efforts to bear some fruit. Set objectives realistically and systematically carry them out to effectively accomplish specified activities.

Fourth, *what audience(s) do you wish to reach?* Do you want to reach women aspirants? Do you want to support women who are already administrators? Are school boards important to reach? Administrators' associations? Superintendents? Do you wish to focus on the entire state? Your region? Your local district?

Finally, *what activities are the most promising?* The SEEL project activities have already been described in some detail. Do you wish to replicate some activities already carried out or create new ones? These five questions are considered in detail in the following sections.

Who Initiates Change?

- Who are you?
- To what systems do you have access?
- What credibility do you have?
- What power do you have to create change?

Who you are may prescribe certain courses of action. For instance, an individual or an independent organization will not have the same kind of power and influence as a state task force on equity in the state department of education. A well-organized group of teachers in a district will have different degrees of influence than the superintendent's cabinet. The degree of power invested in different role groups must be considered in planning a change strategy.

Insiders vs. Outsiders[1]

To understand the potential bases of power, it is critical to recognize the dichotomy between being inside or outside the system targeted for change. The insider approach and the outsider approach have their advantages and disadvantages; each has a potential for effecting change, and each must rely on different strategies. Your relationship with the system and people you are trying to change is an important consideration.

The SEEL Project was composed of outsiders: it was funded by the federal government and based in a university, and it targeted changes toward K-12 schools. Of course SEEL had the cooperation, collaboration, and assistance of people inside the system. Yet the SEEL Project had no compliance or monitoring functions (such as held by a state department of education), no power to require people's attendance at meetings (such as held by a local school district), and no formal access to policy making groups (such as held by an administrator's association). SEEL members developed change strategies appropriate to their role as outsiders. The strategies were based on attempting to change individuals and organizational procedures by voluntary cooperation or by exerting political pressure.

Insiders, on the other hand, work within the system. Administrators in a school district may be required to attend meetings or required to follow fair employment procedures. School districts are required to comply with federal and state policies and procedures. Clearly, people who work inside the system of public schooling have different potential for changing policy and procedures to provide equity in employment than the SEEL Project or other outside influences. For instance, a screening committee was charged to select an elementary school principal in one school district in Oregon. They chose a white male but the male superintendent refused their choice on the grounds that an equally qualified female was available. He defended his ground by pointing to the affirmative action guidelines of the district and reminded the committee of their obligation. As a result the female was hired. An insider had a great deal of *power to effect that particular hiring decision.*

The insider approach has the advantage of legitimate authority invested in a role position to effect change. Thus, change can be required and mandated by those in positions with authority. Mandates from the top may lead, however, to mere paper compliance; unfair and inequitable employment practices may continue in reality, although it appears as if procedures are equitable. Outsiders, on the other hand, are invited into the system. When such individuals or groups are invited into a system, certain key individuals are already motivated and committed to bring about change. An invitation and collaboration with outsiders may result in more deeply rooted changes. However, groups which perpetuate male dominance do not tend to invite outsiders to change the dominant position of the group in power.

Outside groups, however, may have tremendous power over schools. Schools are particularly vulnerable to their constituency; there are many examples of school programs and procedures changing as a result of an active community voice. Outsiders often rely on outside pressure to promote change. Filing grievances, suing, getting the attention of the media, picketing, public advocacy at a board meeting, and other methods of demanding changes are all examples of outside pressure. Often these methods work. Indeed, the strategy of exerting outside pressure has been used effectively by many disenfranchised groups in the United States.

Outside pressure may have the disadvantage of creating resistance or polarization, however. A "we-they" perception can develop and outsiders can be viewed as threatening and unreasonable people. Several examples of this occurred during the course of the SEEL Project. For instance, a female administrator talked to the SEEL director at a Title IX conference and said, "It's a good thing we're not at a regular administrators' conference. If I were seen talking with you, I'd lose all my credibility." SEEL members, as outsiders, had only the reluctant cooperation from some agencies and were negatively typecast by others as "libbers." Yet when OWEA was formed they—as insiders—had more active cooperation with their peer organizations.

Insiders have the advantage of having legitimate authority. They have the disadvantage, however, of not being able to take risks because other aspects of their job might suffer if they apply too much pressure or demand too much change. Women and men inside the system who pressure for change in employment practices are also concerned about other educational issues. Some people believe their authority will diminish if they are seen only as an advocate for females. Outsiders can take more risks and be singularly identified with equity issues and not damage their careers or credibility.

Examples of Initiators of Change

The SEEL Project certainly is not the only example of work toward achieving equity in educational leadership. In this section several different efforts will be described which illustrate the variety of settings in which people have initiated change.

[1] For further elaboration of this idea see Kempner, Kenneth M., *A Framework for the Evaluation of a Planned, Social Change Project.* Unpublished doctoral dissertation. Eugene, Oregon: CEPM, University of Oregon, August, 1979.

State departments of education. Personnel in state departments of education can take leadership in their state. This has been done by a task force or through the initiative of an individual. In Illinois, for instance, State Superintendent Joseph Cronin convened an internal Sex Equity Task Force which sponsored a series of state conferences and helped form a statewide Council of Women Administrators to help facilitate more equal access for women in leadership.

Cronin and Sally Pancrazio of the state department in Illinois indicate the potential of state departments for initiating positive change. They said, ". . . state agencies must behave as model employers. The chief state school officers can use the power and influence associated with their appointments to enhance agency consciousness and action in equal employment opportunities."[2]

While the state superintendent may be a powerful force toward equity, other state department people can also use their power and influence to enhance equal employment opportunities. For instance, Rosalynn Foris, Program Manager for Educational Standards in Alaska, initiated the first meeting of Alaskan Women in Educational Administration. She had contact with many educators throughout Alaska and saw firsthand the problems facing women in a large and diverse state such as Alaska. Her individual actions led to the formation of AWEA. These are examples of the insider approach to change.

Funded projects. There are now several funding agencies interested in providing support toward equity; one excellent resource is *Finding Funds for Programs Relating to Women's Educational Equity.*[3] Funded projects, which usually have a paid staff, are based in a variety of institutions. The SEEL Project and DICEL,[4] for instance, were based at universities and funded by the Women's Educational Equity Act (WEEA). WISA[5] and ICES,[6] also funded by WEEA, were based in the state school boards and administrators' associations, respectively. Two different projects have been part of the American Association of School Administrators.[7] Funded projects have been traditionally based in a variety of agencies. There are some funding sources, however, available for independent individuals.[8] These typically are examples of the outsider approach to intervention.

[2] Cronin, Joseph and Pancrazio, Sally B., 1979. "Women as Educational Leaders," *Phi Delta Kappan*. April, 1979, pp. 583-586.

[3] Published by Women's Educational Equity Communications Network (WEECN), 1978. Far West Laboratory, 1855 Folsom St., San Francisco, CA 94103.

[4] Developing Interpersonal Competencies in Educational Leadership, Mail Location #2, University of Cincinnati, Cincinnati, Ohio 45221. Nancy Evers, Director.

[5] Women in School Administration was funded through the Montana School Boards Association, 2412 Sixth St., Billings, Montana, 59101. Lois Sindelar, Project Director.

[6] A project of Internship, Certification, Equity Leadership and Support. For a description see Judy Adkinson, *Ambiguity, Structure and Organizational Stress in the ICES Structure: Linking Organizations for Educational Equity*. The University of Kansas, Lawrence, Kansas, 1979.

[7] *Survey: Attitudes Toward Women as School District Administrators* was published by the WEEA Publishing Center in 1981, and the workshops for women seeking the superintendency were sponsored by the Ford Foundation.

[8] See the Small Grants Program offered through WEEA Women's Program Staff, U.S. Office of Education, 400 Maryland Avenue, Washington, D.C., 20207. Proposal writing workshops are offered through Women's Educational Equity Grant Writing Workshop, Far West Laboratory, 1855 Folsom St., San Francisco, CA., 94103. Lisa Hunter, Director.

Independent advocacy groups. Oregon Women in Educational Administration, Career Women in Education, Washington Council of Women in Educational Administration, California Coalition of Women, Alaskan Women in Educational Administration[9] are examples of groups formed to advocate on the behalf of women in K-12 administration. These groups are an example of both outsiders and insiders. Members usually are employed in a school district; they are insiders to that system. The organizational membership, however, usually cuts across school districts and is regional or state wide. Thus members are also outsiders. These organizations serve aspirants and provide services, such as the Directory of Administrative Candidates; have conferences and workshops for information and support; and exert political pressure such as negotiating with different educational agencies or supporting grievants on sex discrimination charges. Information on how to form such a group is detailed in the companion publication *SEEL: Women Getting Together and Getting Ahead* by Mary Ann Smith.

Women's caucuses and ad hoc groups. Within many established organizations, women's caucuses have formed to influence their organizational policies and practices regarding equity. These often are national or state groups. Also within school districts or regions, ad hoc groups of educators and/or parents have been formed. Often these groups do not have a particular emphasis on administration but are concerned with educational and employment equity in general.

SEEL members believed that effective strategies for change include people who are insiders as well as outsiders. For example, an employment hearing in one school district is perhaps most effective when people inside the district testify on their own behalf and when people outside the district also present evidence. An individual or a group, however, must accurately diagnose their potential power to make changes.

[9] The addresses of the Oregon, Washington, and Alaska groups can be obtained from Northwest Women in Educational Administration, CEPM, University of Oregon, Eugene, Oregon 97403. The address of the California Coalition of Women is as follows: California Coalition of Women, c/o Barb Landers, Department of Education, 721 Capitol Mall, Sacramento, California 95814.

What Are the Problems in Your Area?

The barriers facing women's entrance and advancement in educational administration have been defined here and elsewhere.[10] How do these facts coincide with the problems in your area? Remember, facts are the starting place to define problems and generate solutions.

Find the Facts About Women in Administration

- What proportion of administrators are women?
- What are the positions held by women administrators? Vice Principals? Elementary Principals? Coordinators or Supervisors?
- What are the data about women's advancement?
- How many women have been promoted?

The SEEL Project was based on data about women's roles in administration in Oregon; the clear delineation of facts was a powerful argument for change. Information about women administrators in your district, region, or state can be obtained from the state department of education. You should also know which positions are held by women administrators. Are they primarily represented in the traditional administrative positions for women, the elementary principalship or district coordinator/supervisor? While these roles are extremely important in the education of children, they are not the routes to the most prestigious positions in education. These facts are important to know as you identify your problems and general solutions.

Find the Facts About Women Preparing and Applying for Administrative Positions

- How many women apply for administrative positions?
- How many women are preparing to become administrators?
- What happens to women in the screening, interview, and selection process?

Call your university departments of educational administration and ask about female enrollment in degree programs and certification programs. Find out what experiences are provided to women and men in these programs concerning equity in employment. You probably cannot get applicant pool information from districts without a careful and deliberate monitoring action. Another option may be to keep records of the women you know who apply for jobs and observe what happens to them.

[10] Stockard, Jean; Schmuck, Patricia; Edson, Sakre; Kempner, Ken; Smith, Mary Ann; and Williams, Peg. *Sex Equity in Education.* New York: Academic Press, 1980.

Find the Facts About District Recruitment, Screening, and Selection Processes

- How does recruitment occur?
- How are screening committees selected?
- How are decisions made?

The selection of school administrators happens differently in districts. Some advertise only within district; others advertise widely. Some create a pool of administrative applicants and assign the top person to the next available opening; some search for each position individually. Some positions require administrative experience; other positions are seen as entry positions to gain experience. Women who wish to enter administration must have the facts about the selection processes and procedures.

Educators, for the most part, do not consciously discriminate against women. Rational argument with facts and figures about inequity may be a powerful lever for change. SEEL had several experiences where male administrators reported, "I just didn't realize. Now that I have the information, I can behave differently." Gather information systematically, document your resources, and present your findings. Facts may be a significant tool to capture attention about the issue and help support change programs.

What Can You Accomplish?

Educators know the power of success. They plan educational programs to ensure student feelings of satisfaction with a job well done. Yet educators often set objectives and goals for themselves which are impossible to meet. The result is feelings of frustration and failure. Accomplishment includes setting goals realistically, planning systematically to reach the goals, and being able to point to evidence of success.

Setting realistic goals and planning systematically are necessary for a successful administrator. Yet it has been SEEL's experience, especially working with women committed to changing inequity, that they get fired up quickly, act impulsively, and feel frustrated if their efforts fail. Putting on a workshop and having only three people attend is, indeed, a frustrating experience. Preparing testimony for a legislature or a school board and having no one heed your words is maddening. Developing a series of questions regarding district hiring policies for a superintendent and having the meeting cancelled is distressing. These events will happen. Working toward equity is frustrating, maddening, and distressing; change is arduous and slow.

Sometimes, however, apparent failures can have some positive consequences. One SEEL staff member travelled several miles to make a presentation where only three women attended. She was frustrated. Yet, two of them subsequently entered a department of educational administration for further training. Yet some frustrations faced by individuals or groups are due to unrealistic objectives and poor planning. They do not assess what is possible to accomplish nor do they identify the specific components of a task to accomplish.

Set Realistic Objectives

Your basic strategy for change and your activities will be influenced by the resources you have available. Unless you are funded to work toward equity, you probably have many other professional and personal commitments. You cannot accomplish everything that needs to be done. Many groups, especially at the beginning stages of feminist awareness, move like the proverbial hare—they rush out quickly, act impulsively, move in uncharted directions, and burn out. The example of the slow but constantly moving tortoise represents the best model. Equity is a far reaching objective; the steady pace probably yields the best results in the long run. Although it is tiresome, setting reasonable objectives based on information and moving continuously in one direction usually result in success.

Systematically Break Down Tasks

All management systems include procedures for breaking down large tasks into smaller components, identifying persons responsible, and setting completion dates. Many educators use such systematic planning in their jobs yet fail to transfer these learnings to other situations. Whether you are a state task force on equity, a group of women in a school district, an affirmative action committee, or a statewide organization such as OWEA, perhaps the following example and worksheet may be helpful to you.

What Audience(s) Will You Reach?

Schools are human systems composed of a multitude of parts, each part intersecting and connecting with others. A school building can be thought of as a system; certainly the teachers, students, and administrators are an integral part of that system. But a school is not an isolated building; it also connects to the adult community of parents and citizens, to the school board, and to the preparation programs in universities and colleges to supply the needed resources for the school. Individuals within schools also have different groups outside the school with whom they relate. Administrators usually belong to an administrative association while teachers usually belong to a teachers' union. These organizations can be regional, state, or national. All of these individuals and their respective systems are, in part, responsible for the inequities which exist between men and women in educational administraton.

SEEL was a "shot gun" approach attempting to find out what target audiences were more likely to yield fruitful results toward changing inequities. Based on their experience, they recommend the following groups as important audiences to reach. Which group(s) you intend to reach may in part be determined by who you are, your objectives, and what you have assessed is possible to accomplish.

Women Teachers

Women are not school administrators, in part, because traditionally few women teachers aspired to become administrators. Many women did not develop career plans which included administration. After two years' work in Oregon, women composed only 19 percent of the applicant pool for administrative positions. Women teachers should be encouraged to aspire to educational administration and provided with information about it.

Women teachers can be reached in many ways: materials can be available about sex-typed occupational career choices in university classes; presentations can be made through school districts or through teachers' organizations, which include content about sex roles. This strategy was particularly useful in Oregon; an increased number of women are working on degrees and in certification programs. SEEL's emphasis, however, was on doctoral students. Perhaps greater attention should have been placed on certification students. Kempner, the evaluator for SEEL, said:

> By emphasizing the recruitment of women to doctoral programs, SEEL did not sufficiently address all the women who could move into administration. Because only 8 percent of administrators in Oregon have a doctorate and because evidence indicates women with doctoral degrees are less likely to enter employment in the public schools than men with similar training, SEEL's emphasis on doctoral students limited the scope of the intervention . . . SEEL did not sufficiently recruit (women) teachers to administrative positions. (p. 172.)[11]

[11] Kempner, 1979.

A worthy goal for other states to consider is a more effective strategy to reach female teachers who might become administrators.

Administrator Groups and Associations

Administrators are ultimately responsible for the hiring of other administrators. Administrators tend to choose people like themselves who tend to be male. Administrator groups, particularly, should be influenced to present material on sex bias in employment recruitment and selection. Discuss your concerns with your state association, offer ideas for programs, exert political pressure, and influence your association to be responsible in eliminating the barriers faced by women. The administrators' association in Oregon has sponsored many equity related workshops and the number of female presentors at the state convention increased from 19 percent to 32 percent in only two years.

Placement Centers

Placement centers are the clearinghouses for jobs; they are important agencies to assure equity in hiring. Discuss your concerns with placement center personnel. Ask about the number of females who seek their assistance for administrative positions. If the number is low, perhaps the placement agency does something to discourage women from filing applications.

Future Educators

Sex differentials in administration begin early in the lives of males and females. The career aspirations of undergraduate students reflect the future segregation of the sexes. Females tend to be destined toward those areas

Planning Worksheet

An Example

Purpose: *To Have More Women as Speakers on Educational Programs*

Activity: *Develop a Speakers Bureau*

Major Person Responsible: *Christi*

Tasks Required:	Who is Responsible	What is to be done	Costs	Completion Date
1. Develop & print information form	Sarah	Form	Print $20	4/15
2. Solicit speaker names by: a. form in the newsletter	Christi			4/30
b. asking at meetings	Pat—AAUW Sam—Principal Ruth—Delta Kappa Gamma			
c. brainstorm list of speakers	Ruth/Cary	Prepare list		4/15
d. calling people for references	Bill—School Boards Pat—Administrators			5/1
3. Compiling the list	Christi			5/15
4. Identify groups and agencies who would use the list				
a. develop a cover letter	Christi			
b. develop a list of agency contacts	Sam	List of names		5/1
c. personally contacting the agency with list	Sam—School Board Mary—Districts			6/30
d. mailing the information out	Christi		$35 Postage	9/15
5. Publishing the list	Christi	Prepare & take to print shop	$150	6/15
6. Evaluate its effectiveness a. get programs to see who is on them	Sam	Get programs		1/15
b. contacting the agencies to see if the lists were used	Pat Ruth	Call all listed agencies		4/15
c. contacting the speakers to see if they were called	Reeva Sandra	Call random sample		4/15
d. making a report about its effectiveness	Christi	Compile info		5/1

PLANNING WORKSHEET

Purpose: .....

Activity: .....

Major Person Responsible: .....

Tasks Required:	Who is responsible	What is to be done	Costs	Completion Date
1.				
2.				
3.				
4.				
5.				

already female dominated and males are aspiring toward areas already defined as male. Women's studies courses, inclusion of sex-role issues in curriculum, teacher methods classes, educational psychology courses, and student teaching can enable future educators to be more aware of their sex stereotyped career plans as well as provide information about how they might help free their students from cultural restrictions based on sex.[12]

Women Administrators

The few women administrators in our public schools are important role models for other women and students. Women administrators hold varying views toward the women's movement; some are open feminists, others believe that women should not organize on their own behalf. Regardless of a woman's ideology about feminism, women in influential positions in education can play an important role. Women administrators demonstrate to women and men, boys and girls, that women can successfully execute the duties of administration. Women administrators should be encouraged to appear on educational programs, advise teachers, and assist women to become administrators.

Policy Boards

There are different levels of policy making. Certification agencies, state departments, or legislative groups often set policy for state systems of education; local school district policies are set by the school board. Women tend to be under-represented in all of these groups. While there are federal mandates requiring equal employment and affirmative employment, state and local policies seem to be particularly effective in encouraging and enforcing compliance. These state, regional, or local boards should be influenced to adopt equity as an important educational and employment concern.

State Departments of Education

In each state a department of education provides services, technical assistance, resources, and monitoring or standardization procedures for school districts. The degree of influence and assistance of state departments, however, varies from state to state. Each state is required to employ a person to ensure federal monies in vocational programs are sex and race fair and to be in charge of Title IX. Do you know who those people are in your state? The state department of education perhaps may be a powerful influence in your state.

Local School Districts

Women will be administrators in K-12 schools when they are hired by local school districts. What programs exist in your local school district to prepare women to become leaders? Some districts have formal intern programs. What encouragement do women receive to enter administration? For women to advance? What are the policies regarding hiring? Does the district have an affirmative action plan? Who is responsible for its implementation? Equity in educational leadership will become a reality when local educational agencies prepare, hire, and promote women as administrators. You may focus on a single district or several districts. Local district hiring is the nexus of all plans and actions; it is here that sex equity in school leadership will or will not become a reality.

[12] The Non-Sexist Teacher Education Project has prepared materials for instructors in teacher education. Write David Sadker and Myra Sadker, School of Education, The American University, Washington, D.C, 20016.

What Activities Are the Most Promising?

This section summarizes various activities of the SEEL Project and other projects aimed at achieving equity in administration. Many of the activities are described in detail in earlier sections of this book. Brief examples of some of the activities are presented. Following this section is a chart indicating the most appropriate activities for each target audience described in the previous section.

Awareness Activities

- Teaching university classes or providing content on sex roles in education
- Making presentations at conferences, workshops, etc.
- Face-to-face discussions with many people about women in administration

Example: As educators know, much learning and teaching takes place in one to one interactions. Discussions with superintendents, executive directors, personnel administrators about women and management may be an effective way to solicit support.

- Generating publicity messages for the media

Monitoring Activities

- Tracking administrative openings and hirings in a state or region

Example: The Oregon Network, Career Women in Educational Administration

- Investigating one district's hirings and informing about unfair hiring practices

Example: A small group of female teachers questioned the hiring of a white male administrator; although the decision was not changed, the school board reaffirmed affirmative hiring. A woman was hired for the next opening.

Policy Formulation

- Changing state or local policy regarding administrative training to include content regarding sex role issues

Example: Oregon now requires all educators to be informed about discrimination law.

- Changing or affirming policy regarding equal or affirmative hiring procedures
- Changing or affirming policy regarding prohibitions of sex discrimination
- Changing organizational resolutions regarding sex role issues

Example: One state administrators' association passed a resolution at their state convention affirming their support to encourage, identify, hire, and promote qualified women in administration.

Political Pressure

- Using district or state procedures to file a grievance
- Using state or federal anti-discrimination laws to file a suit
- Forming an organization or coalition to demand or negotiate changes
- Negotiating face-to-face with relevant agencies to pay attention to equity concerns
- Testifying at relevant groups about inequities
- Enlisting media support to publicize the issue
- Ensuring a person with a feminist viewpoint will be elected or appointed to relevant boards or agencies

Service Functions

- Providing a directory of administrative candidates
- Providing job vacancy notices for interested applicants
- Providing a clearinghouse of candidates and vacancies
- Providing a speakers bureau of women who can speak on a variety of issues
- Providing credential, preparation, and career information to women teachers and administrative aspirants
- Providing meetings for support and information
- Providing workshops and conferences

Research Activities

- Documenting women's role as administrators in your area[13]
- Identifying the major obstacles facing women in your area by interviews and/or questionnaires[14]
- Identifying different career paths for men and women in your district or region
- Identifying the roles that women and men play in your district or state educational agencies[15]
- Finding out community sentiment toward the hiring of women administrators[16]
- Documenting the hiring of school administrators in a district, region, or state

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[13] Examples of regional or state documentation include: Lesser, Philip. "The Participation of Women in Public School Administration." Paper presented at American Educational Research Association, Toronto, 1978. This paper reports women's participation for the St. Louis Metropolitan area (1968-76).

Schmuck, Patricia A. *Sex Differentiation in Public School Administration*, 1976. National Council of Administrative Women in Education, 1891 N. Moore St., Arlington, VA., 22209.

[14] See Edson, Sakre K. "Women Aspiring for a First Principalship. Why Do They Persist?" Unpublished doctoral dissertation. CEPM, The University of Oregon, Eugene, OR., 1980.

[15] Schmuck, Patricia A. "The Spirit of Title IX: Men's Work and Women's Work in Oregon Public Schools," *Oregon School Study Council Bulletin*. October, 1976.

[16] See Stockard, Jean. "Public Prejudice Against Women Administrators," *Educational Administration Quarterly*. Fall, 1979.

TYPES OF ACTIVITIES

TARGET AUDIENCES	Awareness	Monitoring	Policy Formulation	Political Pressure	Service	Research
Teachers	X				X	
Administrators' Associations	X		X	X	X	X
Universities—Teacher & Administrative Preparation Programs	X					X
Women Administrators	X				X	
Local School Districts	X	X	X	X	X	X
Policy Boards: State and Local	X		X	X	X	
State Departments of Education	X		X	X	X	X
Other Associations, Personnel Counselors, etc.	X			X		

"Change is possible . . . but not easy."

Achieving sex equity in educational administration is a worthy goal; it will lead to a more fair and just system. Perhaps it may also lead to improvements in our schools. In the best of all possible worlds, the leaders of our nation's schools will be chosen for their skills in leadership; in such a world, women and men will be equally evident. Certainly our schools, teachers, and students deserve the best people to govern and manage.

After three years' work, the SEEL members are cautiously optimistic that positive change is possible. Change is not easy, however. It will require the enduring efforts of women and men to continue to work toward a fair and just educational system even in the face of frustration and change progressing at a snail's pace. It must also be realized that schools are connected to other social institutions; women's under-representation as managers in education is not a unique phenomenon. Women's demands for change are happening in the face of a dwindling economy, declining enrollments, and increased competition for jobs. The economy of the 1980s does not look fortuitous for women's increased representation in school governance. The only compelling factor that leads to our cautious optimism is the evident commitment on the part of women and men to erase cultural stereotypes that restrict individuals and impede organizational functioning.

APPENDIX A

HOW TO ORGANIZE A CONFERENCE

Every educator has probably attended some kind of conference. Local districts, educational agencies, and professional groups often sponsor a conference as a one-time activity or as an annual event. A conference is a public way to present an organizational image.

This appendix is designed to help you plan an effective conference. Although the guidelines presented and the worksheets included can be adapted for many types of conferences, the major purpose is to explain how to organize a conference on the topic of sex equity in educational leadership. You will have to make decisions about the following questions:

1. What are the conference goals?
2. Who will plan the conference?
3. Who will be the conference participants?
4. How will the conference be advertised?
5. What resources can be contributed by others?
6. What is your budget?
7. Where will the conference be held?
8. Who will be on the program?
9. How can participants socialize?
10. How can the audience participate?
11. What resources will be available to participants?
12. How will the conference be evaluated?
13. Other, miscellaneous considerations.

For each of these questions, the experiences of Project SEEL and Oregon Women in Educational Administration (OWEA) in organizing three statewide conferences are presented, and other suggestions are provided below.

WHAT ARE THE CONFERENCE GOALS?

The first and most important task in planning a conference carefully is to define the goals. Some goals might include conducting the organization's business, providing new information, exchanging ideas and experiences, and providing opportunities for professional and social contact.

In 1977, the first SEEL conference was held. Its goals were:

1. To provide information and awareness of sex inequities in educational leadership in Oregon public schools (and secondarily in higher education)

2. To help organize formal and informal support systems for administrative aspirants and administrators in Oregon public schools

3. To provide information about sex-role socialization and stereotyping

In 1978 and 1979, OWEA held statewide conferences. Their purposes were more specific:

1. To provide an opportunity for women in administration and women aspirants to meet one another

2. To inspire and inform women about careers in educational administration

3. To hold a business meeting

WHO WILL PLAN THE CONFERENCE?

The composition of a conference planning committee will be determined, in part, by the conference goals and the intended participants. For example, the SFEL conference was intended to reach a wide audience. Thus, although SEEL staff members were responsible for the major portion of conference plans, the conference planning committee included people from several co-sponsoring organizations, such as the state department of education, school districts, and universities. On the other hand, the 1978 and 1979 OWEA conferences were intended primarily for OWEA members, so the OWEA steering committee assumed full responsibility for planning. If many people are involved in planning and organizing, a clear delineation of tasks is imperative. A checklist of conference tasks is included in the set of worksheets on pages 93-98.

WHO WILL BE THE CONFERENCE PARTICIPANTS?

Who will be the conference participants and how you can reach them should be clearly identified. For instance, the first SEEL conference was designed to reach two audiences: (a) female aspirants and (b) practicing administrators (primarily male). About 150 people attended, the majority of whom were prospective female aspirants and female administrators. Although the conference planners tried to avoid the appearance of a "for women only" conference, they were not successful; only a few male administrators attended. In subsequent years, OWEA conferences were primarily directed toward women. Whereas some organizations plan conferences solely to attract women, SEEL and OWEA deliberately included men on their

programs. If the purpose of your conference is to bring together women and practicing administrators, you should probably include men as well as women.

HOW WILL THE CONFERENCE BE ADVERTISED?

It is crucial to advertise the conference. You need effective publicity and will benefit by spending money to hire a graphic artist and to pay for professionally designed and printed brochures and posters. Since a conference brochure is a public presentation of your organization, make sure it is done well. Roughly, the services of a graphic artist and layout, printing, and dissemination costs for 1,000 brochures will amount to $450 or more.

Explore media resources in your region or state. Most states have a news bureau that distributes information to the press. Call local TV and radio stations, too. Most often, the media are glad to receive news. Since many women are moving into the field of communications, women in the media can often be very helpful. Almost all SEEL and OWEA media messages were picked up by female reporters.

The following questions may be helpful in planning advertising:

- Do you have an organizational mailing list? If you wish only to attract organizational members, you have no problem.
- Do you want to attract a wide spectrum of participants? If so, the state department of education or a state directory may provide you with names and addresses for all school districts.
- Do you want to reach only people in certain positions, such as elementary school principals, counselors, or personnel directors? If so, the organization representing people in those positions or the state department of education may have a mailing list you can use. Organizations often rent their mailing lists for a small fee (if you obtain a set of preaddressed labels from an organization, try to get the adhesive-backed kind of label).
- Have you considered co-sponsors? Professional organizations, school districts, agencies, or community groups can become co-sponsors and lend their name, mailing lists, and perhaps other resources.

WHAT RESOURCES CAN BE CONTRIBUTED BY OTHERS?

Find out who can provide space, money, food, displays, and speakers. Educational agencies, other groups, businesses, and/or individuals might provide additional--and free--resources for your conference. At national or state administrators' meetings, for example, educational supply companies often sponsor social hours, as well as provide free handouts and refreshments for social hours. Even if your conference is small, take advantage of the resources available.

WHAT IS YOUR BUDGET?

Conference costs vary tremendously. The 1977 SEEL conference cost approximately $6,000, whereas the two OWEA conferences cost approximately $1,000. This discrepancy was in great part due to the speakers who were invited. SEEL paid for nationally known people ($1,000 per appearance is average) and for a professional theater group, whereas OWEA used people in Oregon, paying an honorarium of $100 for keynote speakers and a smaller amount for workshop leaders. Further, most panelists offered their services to OWEA free. The OWEA conferences were self-supporting.

SEEL and OWEA kept registration fees low ($10 to $20 per person, including lunch). The conferences were not primarily fund-raising activities; they were designed for educational purposes. Your budget may, of course, determine who will be the speakers for your program. Worksheets to help you plan your budget and keep track of costs are provided on pages 94-97.

WHERE WILL THE CONFERENCE BE HELD?

The town, the building site, and the building's physical arrangements must be considered.

The Town

In 1977 the SEEL staff assumed that it was necessary to hold the SEEL conference in a central location in the state and thus met in Eugene. Yet in 1978 and 1979, OWEA attracted even more people when it held its conferences in a remote corner of the state that required at least a three- to five-hour drive for most people. OWEA chose this site because its conferences preceded the annual conventions of the state administrators' association, and because a good conference center and lodging in local motels were available. The selection of a town must take into account the availability of adequate housing. For the SEEL conference, housing was available in private homes as well as in local motels. For the OWEA conferences, in subsequent years individuals made their own arrangements, and OWEA provided a list of available motels.

OWEA believed that there was a distinct advantage to holding a yearly conference in the same place, at approximately the same time each year. Many people made housing reservations for the following year before they left the conference.

The Building Site

The 1977 SEEL conference was held at a local junior high school; the school district was a conference co-sponsor and contributed the use of the building. In subsequent years, the conferences were held at a convention center. Although the rental fee was $100 per day, the center reduced its fee in exchange for proceeds at a no-host bar; consequently, rental fees were minimal. Motels--often used for conferences--are another possibility.

Whatever building you choose, be clear about the resources available:

- Do the facilities have audiovisual equipment?
- Will the management supply extension cords?
- Will you be charged for the use of such items?
- Do you have a contact person who will follow through with arrangements?
- Are the rooms large enough and flexible enough for different types of grouping arrangements?
- Will the management insist on doing things its way, or will the people in charge be flexible enough to accommodate your needs?

Physical Arrangements

The physical setting helps form the psychological climate of a conference. A formal, nonparticipatory conference should be arranged in a way that is different from the way that an informal, participatory, social affair is arranged.

Do you want intimacy or space? For instance, at one conference the planning committee decided to have the keynote address delivered in a small room. A room for 150 people and a ballroom for several thousand people were each available. The committee chose the former for its closeness and intimacy.

Do you want social interaction? If you want a great deal of social interaction at meals, for instance, people can be seated at small round tables, where conversation is easier than at long narrow tables.

Do you want to present a formal or an informal image? If you want to present a formal image, make formal arrangements, such as having a head table for speakers. If you wish to present a more informal image, arrange to have guests sit with participants.

WHO WILL BE ON THE PROGRAM?

SEEL invited nationally known people to be conference speakers. Conversely, OWEA used people within the state, as OWEA wanted to provide a public forum for outstanding Oregon educators. OWEA's program provided many women with an opportunity for visibility, and it gave aspirants an opportunity to see successful role models.

There are many ways in which you can involve people in your conference program and a variety of roles to which people can be assigned. Below are four kinds of roles for which you might want to recruit program participants.

Keynote Speakers

Keynote speakers address the total group. They are invited because they have a unique message to impart to participants. A female practicing attorney, a female secretary of state, and the SEEL Project director were each keynote speakers at OWEA conferences. Keynote speakers may or may not be people who belong to your organization; typically, they are paid an honorarium and are reimbursed for travel expenses.

Panel Members

Panel members are invited because they have certain job experiences or represent a particular point of view. Their purpose is to give information. For instance, one panel, "The Nitty-Gritty Road to Administration," included a male university professor in educational administration, a male in charge of state certification, a female administrative intern, and a female principal. Panel members may or may not belong to your organization. Offering them an honorarium and reimbursing them for travel expenses are optional.

Workshop Leaders

Workshop leaders have expert status in a recognized area. They are invited in order to involve the audience. Workshop leaders typically involve the audience in an experience or in a practice. For instance, at one workshop, "Developing Non-Sexist Teaching Strategies," participants analyzed textbooks for sex bias. Workshop leaders are usually paid a small honorarium and are reimbursed for travel expenses. If a workshop leader is a member of your organization, she or he might provide services free of charge.

Moderators/Conveners

Each workshop or panel should have a person assigned to introduce the guests, watch the time, and get an extra extension cord or whatever else is needed. Typically, such people belong to your organization. Paying them an honorarium and travel expenses is not necessary, but you should offer to reimburse them for out-of-pocket expenses.

At the OWEA conferences, approximately 40 people assumed the conference roles outlined above, and most donated their services (registration fees were waived and lunch was provided free; although OWEA invited everyone to submit expenses, only a few people asked for reimbursement). The conference fees paid for everything and yielded a small profit for the organization.

HOW CAN PARTICIPANTS SOCIALIZE?

Usually, social contact is an important part of every conference. However, social contact as a conference purpose is seldom formalized. Making informal connections, getting to know one another, and developing a support

network of women were important purposes of the SEEL and OWEA conferences. The following are examples of the types of structures that facilitate social contact.

Conference Groups

At the SEEL conference, each participant was formally assigned to a conference group. Each group was composed of 15 to 20 individuals and an assigned convener who was trained prior to the conference. The groups met periodically throughout the three days, during meals, after sessions, and for an evening party in a local home. The conference groups were designed so that individuals could become well acquainted with a few people and build a support system. The conference groups were successful, and many people said they were the highlight of the conference. Forming such groups is advisable if many people do not know one another beforehand. The major drawback is the amount of time and energy involved in planning.

Advertised Social Hours

OWEA announced social hours in the conference brochure and at the registration table. Holding social hours is a simple and courteous gesture and makes clear the social purposes of the conference. For instance, when one OWEA conference began at 7:00 p.m., there was an announcement in advance of the name of a restaurant at which people could have dinner and meet others prior to the conference. Nothing was required besides informing the restaurant. People who are alone or who don't know many other participants usually appreciate this simple gesture of welcome.

Social hours may include a no-host bar, which conference centers or motels arrange, or an informal wine and cheese party in someone's private quarters. If social contact is an objective of your conference, advertise such events and make people feel welcome.

HOW CAN THE AUDIENCE PARTICIPATE?

Providing adequate opportunities for audience participation is part of successful planning. Participants generally want and expect such opportunities. Using conference groups is an excellent way to provide "air time" for individuals. Offering panels and workshops is another way to attract smaller groups of people who have an opportunity to talk to the presenters and to one another. You might also wish to consider some of the following ways to involve the audience in large general sessions.

Question-and-Answer Periods

Question-and-answer periods held after a keynote address often fail to accomplish their objectives because the time provided is insufficient or because such periods are placed at an inappropriate spot in the program. Sometimes a speaker, upon finishing a lecture, asks for questions and is then faced

with an uncomfortable silence. Or sometimes a speaker is deluged with questions. If you want to ensure a dialogue between speaker and audience, prompt the audience by (a) asking people to jot down questions on cards to be collected and given to the speaker, and (b) preparing a few members of the audience to initiate the questions.

Buzz Groups

Buzz groups are particularly useful when you want to give everyone a chance to react to a speech or presentation or to discuss its application. Buzz groups are also useful when you want to sample audience reactions to an issue before making a decision or when you want to enable the audience to share common experiences.

Buzz groups are formed by dividing the audience into groups of six to ten people each. Such groups are easily organized, merely by directing people to form small groups or by asking people to turn their chairs to form small circles.

Be clear about the purpose and the instructions given to buzz groups. If instructions are very clear, the groups do not need to be chaired. They may, however, need to have a recorder, to report their ideas to the total group.

Listening Sections

Listening sections can be formed by dividing the audience into two or three groups prior to the presentation and then asking each group to listen to the presentation from a particular point of view. For example, if a speaker is talking about unfair hiring practices, one section might listen from the school board's perspective, another section from the personnel office's perspective, and still another section from the female applicant's perspective. After the presentation, the chair or the speaker can ask several people from each listening section to respond with their ideas.

Interview Panel

Using an interview panel can be a good way of promoting a dialogue between speaker and audience. To form an interview panel, have selected audience members choose roles (e.g., job aspirants, principals, and university students), form a panel, and conduct an interview with the speaker.

Reaction Panel

A reaction panel can be used to stimulate reactions to and critiques of presentations. Ask a representative group of participants to form a panel and listen to a presentation. Then ask them to list the points with which they agree or disagree and to state why.

Before you use any of these methods of increasing audience participation, be sure to inform speakers ahead of time of your plans.

WHAT RESOURCES WILL BE AVAILABLE TO PARTICIPANTS?

Most conference participants expect that some materials will be distributed. Often a resource packet is handed out during registration or prior to the conference. A resource packet is a public presentation of your organization, so make sure it is done well.

Pre-Conference Packets

Pre-conference kits can include information about the site, the conference itself, housing arrangements, travel directions, and other appropriate materials.

Conference Packets

What is distributed in the conference packets communicates information about your organization. OWEA conference packets included brochures from different state agencies and federal programs, articles, address lists of conference participants, and other relevant information about women in administration.

HOW WILL THE CONFERENCE BE EVALUATED?

Evaluations of this year's conference can help you plan next year's conference. Evaluations can be simple or complex. The two different evaluation forms below might be included in a conference packet. Make sure that you direct people's attention to whatever evaluation form(s) you use.

CONFERENCE SUGGESTION SLIP

(To be given out at each workshop or panel)

What did you think of the workshop or panel? Please be frank. Your comments can contribute a great deal to other conferences/meetings.

1. How did you feel about this workshop or panel? (check)

   ___excellent ___good ___all right ___mediocre ___no good

2. What were the strong points?

3. What were the weaknesses?

4. What improvements would you suggest for next workshop?
   (Do not sign your name)

CONFERENCE EVALUATION FORM

1. The purposes of this conference were: (a) to provide information about becoming an administrator, (b) to meet new people, (c) to find out about jobs. (Revise these as needed.)

   a. How close did this conference come to achieving purpose (a)?

1	2	3	4	5	6	7	8	9	10
Achieved nothing									Fully achieved

   b. How close did this conference come to achieving purpose (b)?

1	2	3	4	5	6	7	8	9	10
Achieved nothing									Fully achieved

   c. How close did this conference come to achieving purpose (c)?

1	2	3	4	5	6	7	8	9	10
Achieved nothing									Fully achieved

2. How well did you like the format of the sessions?

1	2	3	4	5	6	7	8	9	10
Not at all						Extremely well			

3. How well do you think the material was presented?

1	2	3	4	5	6	7	8	9	10
Very poorly						Extremely well			

4. How interesting to you were the conference topics?

1	2	3	4	5	6	7	8	9	10
Not interesting									Extremely interesting

5. Will the information presented be useful in your job?

1	2	3	4	5	6	7	8	9	10
Not useful							Very useful		

6. Overall, how valuable were these workshops or panels?

1	2	3	4	5	6	7	8	9	10
Not valuable							Very valuable		

7. What did you like best about the conference?

8. What did you like least about the conference?

9. What suggestions do you have for next year's conference?

OTHER, MISCELLANEOUS CONSIDERATIONS

The best advice SEEL can offer to conference planners is to brainstorm all potential problems. Now, what haven't you thought about? Miscellaneous questions you might wish to consider include:

- Will you provide child care?
- Will you send participants a summary of the conference?
- Will you send participants the names and addresses of all who attended?
- Have you invited all people who should be at the conference in some capacity (e.g., have you invited the state superintendent? the director of the administrators' organization?)?
- Has anyone been left out?
- Who should be thanked publicly?
- When will you hold your business meeting?

Finally, following are some worksheets to help you keep track of conference planning.

CONFERENCE PLANNING WORKSHEET

Organization _____ Date _____

CONFERENCE PURPOSES

1. _____
2. _____
3. _____
4. _____

CONFERENCE THEME (if any) _____

CONFERENCE DATES _____

TIMES _____ _____

CONFERENCE LOCATION _____

CONFERENCE CO-SPONSORS/PLANNERS

Organization	Contact Person	Address	Phone

Conference planning meetings will be held on:

Date	Place	Convener

CONFERENCE BUDGET WORKSHEET

Income		Expenses	
Conference fees	$_____	Speakers (list)	Honorarium/ expenses
Contributions from other organizations or co-sponsors	_____	_____	$_____
		_____	_____
Miscellaneous: Buttons, bumper stickers	_____	_____	_____
			Subtotal $_____
Other	_____	Panelists/workshop leaders (list)	Honorarium/ expenses
TOTAL INCOME	$_____	_____	$_____
		_____	_____
		_____	_____
		_____	_____
			Subtotal $_____
		Building rental	_____
		Meals	_____
		Social hours	_____
		Publicity	Cost
		Graphic artist	$_____
		Printing	_____
		Mailing	_____
			Subtotal $_____
		Other/miscellaneous (list)	
		Item	Cost
		_____	$_____
		_____	_____
			Subtotal $_____
			TOTAL EXPENSES $_____

CONFERENCE WORKSHEET #1

	Program date and time	Who is responsible for contacting people	By when	Costs	Checkpoint: has it been completed	Notes
General speaker						
Large-session convener						
Group discussion leaders for large session						
Panels*						
Topic						
Convener						
Panelists						
Topic						
Convener						
Panelists						
Workshops*						
Topic						
Convener						
Leader						

*If you are having several panels and workshops, duplicate this page.

CONFERENCE WORKSHEET #2

	Who is responsible for making arrangements	By when	Costs	Checkpoint: has it been completed	Notes
Location					
Town					
Site selection					
Arrangements (deposit, etc.)					
Plans with manager regarding rooms, meals, etc.					
Publicity					
Design advertisement					
Design graphics					
Develop mailing list					
Do mailing					
Media contact					
Newspapers					
Radio spots					
TV spots					
Resource contributions					
Businesses					
Agencies					
Bookstores; other					
Social activities					
No-host bar					
After-conference party					
Other					
Conference registration					
Pre-conference					
At conference					

CONFERENCE WORKSHEET #2 (continued)

	Who is responsible for making arrangements	By when	Costs	Checkpoint: has it been completed	Notes
Resource materials					
Pre-conference packets					
Conference packets					
Resource display					
Conference evaluation					
Conference recap					
Conference setup (checking all last-minute details)					
Other assignments (list)					

CONFERENCE AGENDA WORKSHEET*

ACTIVITY
(Fill out as appropriate)

	Speaker for general session	Panels or workshops	Breaks	Meals	Business meeting	Other
Date _____ Times _____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						
Date _____ Times _____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						
Date _____ Times _____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						
_____ to _____						

*When you have completed your plans, compile the agenda on an hour-by-hour basis.

APPENDIX B

HOW TO PUBLISH A NEWSLETTER

Informing individuals about sex inequities in educational administration is an important element in changing the situation. Newsletters and reports are effective media by which information can be compiled and disseminated. This appendix offers some guidelines to enable any group to learn how to prepare, produce, and disseminate a newsletter. Publishing the SEEL Report and the OWEA newsletter provided the experience for developing these guidelines.

STRIVE TO MAKE YOUR NEWSLETTER OF A HIGH QUALITY

Even the least costly product should be well done. We live in an era of sophisticated packaging, and the issue of sex equity should not be presented in a slipshod manner. Remember, your newsletter is a public presentation of your organization.

BE CLEAR ABOUT GUIDELINES AND REGULATIONS FOR PRODUCTION

If you are an independent organization, you are probably free to publish any kind of product. If you receive funding assistance, however, become familiar with the funding agency's regulations. Certain kinds of typeface, margin allowances, use of photographs, number of copies printed per issue, and other miscellaneous items are often regulated by funding agencies.

CLEARLY SPECIFY YOUR AUDIENCE AND YOUR PURPOSES

The purposes, appearance, cost, and production time, as well as the tone and content, of your newsletter should be determined in great part by the audience you hope to reach. Materials written for publicly avowed feminists, for example, may alienate those who are not convinced of the importance of feminism.

The SEEL Report was intended to reach a diverse audience of educators, to be distributed widely. Its purpose was to inform a wide variety of people about the issue of women's underrepresentation in educational administration. Great care was therefore taken to base articles on solid data and to present information in a way that neither made assumptions about the reader's ideology nor alienated those readers who were not committed feminists. Care was also taken to make the newsletter a professional-looking product, so it was typeset and printed on heavy colored paper.

The OWEA newsletter, in contrast, was a publication for informing OWEA members about the organization's activities. Prepared by OWEA's steering committee, the newsletter did not require the time, energy, or cost that the SEEL Report did. There were also fewer concerns about the appearance or ideological content of the OWEA newsletter, since it was intended for an audience already committed to the goals and interests of the organization.

FIND AND USE YOUR RESOURCES

Publishing a newsletter may appear to be an awesome task. It is tedious and difficult, and it requires special skills. Yet almost anyone can learn the tricks of the trade. Apprentice yourself to someone who knows how to publish a newsletter. Perhaps your organization has an editor, or perhaps someone you know has published a newsletter. Certainly a print shop has expert resources. Find someone who knows about publishing a newsletter and don't be afraid to ask questions. Although the editor of the SEEL Report had never published a newsletter, she found a resource person and, with his assistance, walked through each step of the process. If you don't know, ask.

PLAN YOUR NEWSLETTER DISTRIBUTION EARLY

Establishing a mailing list and making provisions to mail issues in quantity are important early considerations as you plan the production of your newsletter. The initial mailing list of the SEEL Report included every school district (the state department of education provided mailing labels), school board chairs, lists developed from previous conferences, and other individual contacts. The initial mailing list provided about 1,000 contacts, and self-addressed postcards enclosed with the first issue yielded about 100 additional names. The OWEA newsletter was mailed to its 200 members.

Obtaining a bulk mailing permit is a necessity if you anticipate doing large and frequent mailings. The minimum mailing quantity with a permit is 200 pieces. Items cost about four cents each. The permit number must be printed on envelopes, or placed on the newsletter if it is a self-mailer. Before investing in your own bulk mail permit, find out whether your mailings could rightfully be sent under another organization's permit. SEEL, for example, was under the auspices of the University of Oregon, and thereby used that permit. OWEA used the permit of the state administrators' association. Bulk mail permits can be obtained through the Internal Revenue Service. Obtaining a permit takes about six months and costs approximately $70. Check with the U.S. Postal Service concerning bulk mailing requirements; there are precise regulations about sorting bulk mail by zip code, etc.

BE CLEAR ABOUT YOUR PLANNING SCHEDULE

The first allocation of time to be made when you plan a newsletter is a two-week allowance for something to go wrong. It always does. Someone will fail to meet a deadline, the printing press will break down, or something will get lost in the mail. Plan on something going wrong.

The content of the SEEL Report included substantive articles and graphics. At the beginning of each year, the staff brainstormed the four issues, and all issues were continually in process. Deadlines were set for first drafts of articles, for critiques, for rewrites, and for planning with the graphic artist. For the SEEL Report, long-range planning was essential.

The OWEA newsletter was less complicated. Items were discussed at the steering committee meeting, and one person was responsible for putting the newsletter together.

If you plan to produce a substantive newsletter, be sure to consider the following points:

- Deadlines
  - for draft copy
  - for critiques
  - for revisions
  - for final copy
- Length of articles
  - ratio of typewritten copy to typeset copy
  - the amount of copy that will fit your newsletter size

Final editing should be done when all the copy is in typesetting. Making changes in copy after typesetting is possible but very expensive. At least two people, preferably three, should proofread all typeset proofs.

LEARN THE LANGUAGE OF PRINTING

Find the typesetting and printing facilities in your area* and compare costs. You will need to make decisions about the following items:

1. What printing process will you use (e.g., offset lithography)?
2. What size will your newsletter be (e.g., 8½" x 11" and four pages long)? Standard sizes are always cheaper.
3. How many columns will be on each page?
4. What grade, color, and weight of paper will you use? Stock on hand is usually cheaper.
5. What typesize and typeface will you use (e.g., 10 pt. Bodoni, 8 pt. Garamond)?

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*In most areas, there will be typesetters and printers and companies that offer both services; you may want to compare costs of doing business with two companies, or with just one.

Once you have decided on a typesetter and printer, the following steps are involved:

1. You will first provide the typesetter with final, typewritten copy, including specifications for the typeface and typesize of headings and text. The typesetter can help you with these specifications and will probably show you a type specimen book.

2. The typesetter will prepare two sets of preliminary (galley) proofs, one of which you will carefully proofread for typographical errors and return to the typesetter for the preparation of final (reproduction) proofs.

3. From the second set of galley proofs, you will prepare a "dummy" for the printer. The dummy shows the positioning of all elements (headings, text, and art such as photos and graphics) as you want them arranged in the printed newsletter; it is the format for the printer to follow. You prepare the dummy by cutting up the proofs and arranging the elements to fit, column by column, on blank sheets of paper that are the same size as your newsletter will be. Then you paste the proofs onto the sheets, indicating where the art will go, to approximate what the printed newsletter will look like.

4. For the last step, preparing the reproduction proofs and the art for printing, you have a choice: (a) you can have your typesetter and/or printer prepare the final (camera-ready) copy for printing or (b) you can do this yourself, which requires special equipment (T-square, drafting table, etc.) and some skill. The SEEL Project tried both methods and found it preferable to have the camera-ready copy prepared by the printer.

These steps and methods will vary, depending on the kind of newsletter you want to publish, the typesetting and printing services and equipment available in your area, and your budget. Discuss your specific needs with typesetters and printers as you investigate services and compare costs, and be sure to establish clear deadlines with whomever you choose.

APPENDIX C

TESTIMONY TO TEACHER STANDARDS AND PRACTICES COMMISSION

February 7, 1977

MEMORANDUM

TO: Teacher Standards and Practices Commission's General Review Committee, Bill Sampson, Chair

FROM: Richard O. Carlson

SUBJECT: Recommendations regarding Oregon Administrative Rules 34-000 to 34-042 which deal with Administrative Certification

I. Recommendations - Oregon Administrative Rule 34-030

A. That School Law Be Required For The Standard Principal's Certificate

The principal must be aware of the legal relationship between state, federal, and local governments which provide the legal context in which education operates. The principal is responsible for threshold legal decisions regarding students and teachers. The principal must make the critical decisions regarding student discipline, suspensions, freedom of expression, and searches of students' persons and lockers. It is the principal who must also adjust building level practices to meet the legal requirements governing student records, sex discrimination, and the mainstreaming of handicapped children. And of course it is the principal's responsibility to manage the activities and monitor the performance of teaching personnel. This requires knowledge of teachers' right to privacy, expression, academic freedom, and constitutionally acceptable dismissal procedures.

B. That Contract Management Be Required For the Standard Principal's Certificate

Course work in collective bargaining contract management should be added to principal certification requirements because the quality of teacher-management labor relations is largely a function of the building level administrator's knowledge of collective bargaining contract content, contract language interpretation, and skill in handling and processing grievances.

C. That Equal Employment Opportunity And Affirmative Action Instruction Be Required for Standard Administrative Certification

Men hold about 42 percent of the teaching posts in Oregon public schools. The teaching occupation is numerically dominated by women. In the administrative posts requiring the certificates under discussion, however, women are markedly in the minority.

Twenty-four women and 1,447 men hold line administrative posts in the State. Twenty-four as opposed to 1,447.[1] The evidence of imbalance in administrative posts is compelling and the imbalance is harmful to everyone. Redressing the imbalance is a complex process. It is clear, however, that a prime approach is through education and reeducation.

It is no secret that administrators are instrumental and influential in hiring and assigning personnel. Likewise, it is no secret that Oregon Administrative Rules advocate and demand that school districts be equal opportunity and affirmative action employers. It seems exceedingly desirable and almost obligatory that neophyte administrators receive instruction about equal opportunity and affirmative action.

D. *That Oregon Administrative Rule 34-030 Be The Sole Source Of Mandated Curriculum Of Study Leading To Standard Certification Of Administrators*

I believe it is intended that mandated curriculum be specified in, and only in, OAR 34-030. This is now not the case. Your attention is called to Standard 1.6, Practicum, of the standards used by the Commission in determining accreditability of approved programs. The standard reads - "The curriculum of each program includes directed experiences and/or an internship in public school settings, of sufficient quality and length to meet the objectives of the program, in which candidates may demonstrate that they are competent in areas essential to positions in school administration." It is obvious that this standard specifies curriculum. Similarly, Standard 1.8 prescribed curriculum - "Each curriculum includes preparation in research methodology appropriate to school administration and provides experience in applied research under competent supervision." As matters now stand, two sources, OAR 34-030 and the TSPC standards for accreditation, prescribe curriculum. One source has the force of administrative rules, the other does not. TSPC standards for accreditation which prescribe curriculum should be deleted entirely, or placed under OAR 34-030. OAR 34-030 should be the sole source of mandated curriculum.

II. Recommendations - Oregon Administrative Rule 34-011

A. *That A Practicum Or Internship Be Required For The Basic Certificate*

The requirements for basic certification for administrators are weak in the area of school administration. Only nine quarter

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[1]Patricia A. Schmuck, The Spirit of Title IX: Men's Work and Women's Work in Oregon Public Schools (Eugene, Ore.: University of Oregon, Oregon School Study Council, Vol. 20, No. 2, October 1976).

OREGON WOMEN IN EDUCATIONAL ADMINISTRATION

1472 Kincaid Street
Eugene, Oregon 97401

BYLAWS

Following are the OWEA Bylaws as adopted at the May 18-19 Steering Committee meeting.

ARTICLE I: The name of this organization shall be the OREGON WOMEN IN EDUCATIONAL ADMINISTRATION

ARTICLE II: The specific purpose of the Oregon Women in Educational Administration is to coordinate effort including, but not exclusive of, the following:

1. To serve as an advocate for women in administration. The OWEA Steering Committee will provide information, assistance and support for members questioning their treatment on the basis of sex. The OWEA Steering Committee will decide on the action to be taken with regard to fulfilling the "advocate" role.

2. To encourage and promote qualified women to enter administration.

3. To serve as consultants to various agencies (State Department of Education, colleges, universities, etc.) requesting assistance.

4. To set up local regional councils of OWEA.

5. To provide opportunities for growth through participation in seminars, workshops, briefing sessions, legal services, etc.

6. To develop a statewide speakers' bureau of qualified women.

7. To provide more effective work with other educational agencies such as COSA, OSBA and school districts.

8. To develop a statewide membership list to be mailed to members.

9. To provide opportunities for interaction among councils (minutes of meetings, program materials, etc.).

10. To provide opportunities for individual members located in areas where a local council is nonexistent to have contact with other members and participate in the state program.

ARTICLE III. Intent. The OWEA Steering Committee should reflect a variety of geographic regions and educational positions within Oregon. We believe a diverse group can best reflect the diversity of OWEA membership concerns and interests.

1. The Steering Committee will consist of 10-15 people representing the six regions: Eastern, Portland, Metro, Southern, Lane, and Willamette Valley.

2. Membership of the Steering Committee should represent different educational areas (elementary, secondary, higher education, principals, central office, school board, etc.).

3. Steering Committee members' terms will be two years starting with the annual June conference.

4. Three at-large members may be voted upon at the annual conference.

5. If a Steering Committee member resigns, the Steering Committee shall appoint a replacement.

6. The Steering Committee will choose its chair(s) annually.

ARTICLE IV. Dues. State dues will be determined annually by the OWEA Steering Committee.

APPENDIX D

NEWSPAPER PUBLICITY

SCHOOLS FACE SEX DISCRIMINATION COMPLAINT*

Faced with a sex-discrimination complaint from Oregon Women in Educational Administration, the Eugene School Board decided to hire two men as "acting" assistant principals Monday night instead of giving them regular appointments.

The latest in a series of controversies over the selection of Eugene school administrators involves the selection last week of Gary Wills as assistant principal at Sheldon High School and of Allen Phillips as assistant principal at Kennedy Junior High. The board was scheduled to ratify those appointments Monday night.

However, George Russell, the district's personnel officer, warned the board that serious questions and concerns have been raised by the OWEA, which is considering a class-action suit against the board and other individuals involved in the hiring process.

"The OWEA (Oregon Women in Educational Administration) contend there is a pattern of sex discrimination brought about by the use of and reliance upon the unlimited discretion of predominantly white male principals and administrators to hire, transfer and promote employees in the district," Russell told the board.

"The complaint alleges there was, with respect to the position at Sheldon, a pre-selection of the candidate to be hired, and that the procedures were tailored to bring about that predetermined result," Russell said.

The Sheldon hiring situation is a complex one, Russell said, with evidence indicating Bob Newell, the Sheldon region director, and Charles Zollinger, the new principal at Sheldon High School, were at odds over the selection of the assistant principal.

Russell said Newell favored the hiring of a woman candidate, while Zollinger pushed for the hiring of Wills.

Superintendent Thomas Payzant confirmed after Monday's board meeting that he and Newell believe the woman, a teacher with experience as an administrative intern, was "a better and more qualified candidate" for the job. However, she turned down the job when it was offered to her, he said. He declined to name the woman or to publicly discuss her reasons for declining the job.

The woman is not a party to the sex-discrimination complaint being posed by the OWEA, Russell said.

"The complaint alleges that although the district has adopted an affirmative action plan and has made some progress in that direction, the action of individual administrators makes a mockery of the plan," Russell said.

"They (the OWEA) further contend that through harassment and intimidation, implied or actual, some male administrators have managed to discourage and prevent the promotion or hiring of females into positions as building administrators; that, in fact, the good-old-boys network is

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*Jim Boyd, "Schools Face Sex Discrimination Complaint" (Eugene Register-Guard, August 22, 1978), p. C1.

as entrenched today as it was prior to the adoption of an affirmative action plan and continues to create a barrier to the advancement of women by closing the doors to promotional opportunities as surely as the putting up of a sign that reads 'No women need apply.'"

Russell said the group appears to be planning to pursue three courses of action: A request to the Office of Civil Rights and the State Department of Education for an investigation, a request to the Equal Employment Opportunity Commission to seek court action, and initiation of a private suit against the board and specific individuals for violation of the group's civil rights.

Board members voted 5-1 to grant "acting" status to the two male assistant principals until further notice, presumably until after an investigation of the charges is completed. Jonathan West dissented, explaining later that he cast a "no" vote so he would not be subject to a lawsuit.

The hiring of the two assistant principals was to be the last in a series of administrative transfers and hirings this year that has included Brad Templeman's decision to leave the Sheldon High School principalship for a job in real estate sales, Bert Simmons' transfer from the North Eugene High School principalship to Sheldon, Simmons' subsequent resignation and the board's decision to overrule Payzant's recommendation and to appoint Zollinger, his second-choice candidate, to the Sheldon vacancy.

SCHOOL BOARD REAFFIRMS NON-DISCRIMINATORY HIRING POLICY*

The Eugene School Board reaffirmed its policies of affirmative action and non-discrimination in hiring school administrators Monday night after 11 persons commented that such action is needed in light of a hearing panel's finding of unintentional sex discrimination by the school district.

As a gesture of good faith, the board formally adopted the recommendations of a hearing panel that are intended to neutralize male-oriented hiring and promoting practices.

However, the board did not promise--as some persons requested--that it would make the hiring of women administrators a formal board goal to be adopted Nov. 20 along with other goals for the 1979-80 school year.

The hearing panel concluded last month in a report that no specific female applicant was discriminated against in the hiring of two men as assistant principals at Sheldon High School and Kennedy Junior High School, which was the basis of the complaint.

But the three-member panel found the school district's general hiring procedures had a discriminatory impact against women in violation of Title IX of the 1972 Educational Amendment to the 1964 Civil Rights Act.

The panel's report criticized "word-of-mouth" recruiting, lack of district-wide posting of job openings, use of subjective criteria to evaluate applicants and failure to delineate job qualifications.

The complaint was brought by Lynne George, assistant principal at Monroe Junior High School, and Oregon Women in Educational Administration (OWEA). George, who was not an applicant for the jobs at Sheldon and Kennedy, contended that a significant disparity exists between the number of female teachers--55 percent--and the number of female administrators--16 percent--in the Eugene School District.

"Title IX is more than just a good idea. It's the law," George told the board Monday night.

She asked why the district's affirmative action plan, which looks so good on paper, has failed to place women and other minorities in jobs. "My personal and clearest observation as to why discrimination continues is based on commitment," she said. "The commitment of our superintendent, which has been very strong, has not been carried over into the minds of our current building administrators.

"I have been told frequently and earnestly by several building principals that 'I'd hire a woman if I could find one who is interested or qualified,'" she said. "Each time I hear this I am reminded of a memo sent out by the Seattle School Board in 1948, which reads, 'Will hire a Negro, if a competent Negro can be found.'

"We lack commitment to recruit," she said. "We lack commitment to encourage women to aspire to management levels. We do not provide support or opportunities for experience.

---

*Melinda Eden, "School Board Reaffirms Non-Discriminatory Hiring Policy" (Eugene Register-Guard, November 7, 1979), p. 9A.

"I must ask what level of commitment exists on this board," she said. "I did not see affirmative action mentioned in the 18 goals you published last week."

The findings of the hearing panel had been accepted by Superintendent Thomas Payzant, and no further official action was necessary. But board members said they wanted to reaffirm the district's affirmative action policy by adopting the panel's recommendations.

"The procedures are there," said George Russell, affirmative action officer for the school district and chairman of the hearing panel. "It's a question of whether we go along with those and if the commitment is there." Russell also told the board the deadline for appealing the panel's findings had passed.

The district will establish a list of teachers who wish to be notified of or be considered for administrative openings, position descriptions for administrative jobs and formal selection procedures.

Before voting, board members heard testimony from 10 other persons, all of whom urged the board to clarify its commitment to hiring and promoting female administrators.

Among them was Don Essig, new principal this year at North Eugene High School, who testified in favor of a balance of sexes on school administrative teams.

"Having studied for six months now the administrative tasks necessary to operate a high school, I'm firmly convinced there are no tasks that can't be done by a woman administrator," he said.

Betty Bergman, assistant principal at North Eugene High School, said the number of female administrators in the Eugene district has diminished during the last 20 years because female administrators who have retired or resigned have been replaced by men. Now, Bergman said, she and Sue Leabo, principal of Churchill High School, are the only female administrators at the high school level in the district.

George, who taught for four years before she became an assistant principal, said she was generally satisfied with the board's action in adopting the recommendations.

"I wanted commitment, and I wanted affirmative action to be one of their goals," she said. "The key evidence for me will be for them to start hiring. When you have to go back to 1975 to find the last female administrator hired out of the teaching ranks, that's pretty bad."

George said she filed the discrimination complaint because she "saw a continuation of the good old boys network replacing people in positions with replicas of what was already there--male, white, Kiwanis Club Presbyterians.

"The males started filling positions with guys like themselves. They became a support group for the principal," she said.

"I have applied for one principalship. I also decided that I wasn't the person they needed at that school at that time.

"I don't feel like I ever have been discriminated against, but I have seen many cases," George said.

APPENDIX E

OWEA MATERIALS

OREGON WOMEN IN EDUCATIONAL ADMINISTRATION

1472 Kincaid Street
Eugene, Oregon 97401

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5. To provide opportunities for growth through participation in seminars, workshops, briefing sessions, legal services, etc.

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5. If a Steering Committee member resigns, the Steering Committee shall appoint a replacement.

6. The Steering Committee will choose its chair(s) annually.

ARTICLE IV. Dues. State dues will be determined annually by the OWEA Steering Committee.

APPENDIX F

OREGON NETWORK FORMS

SCHOOL DISTRICT GENERAL DESCRIPTION
(To be completed by Field Coordinator)

Date: _____

District _____

Address _____ Phone: _____

_____

Type of District (Elementary, High School, Union, etc.) _____

Size & composition of district:	White Male	White Female	Minority Male	Minority Female
Line administrators				
Other administrative posts*				
Teachers/other professionals				

*(Include in this category positions such as central office personnel who do not have supervisory authority over other adults. Examples might be subject area specialists, program coordinators, or persons responsible for media, special projects, etc.)

Recent history of district (enrollment changes, etc.) for past 2-3 years:

_____

_____

_____

_____

Does the district have an affirmative action plan? _____

Do we have a copy? _____ (If "no," explain.) _____

_____

_____

Does the district have standard application forms? _____

Do we have copies? _____ (If "no," explain.) _____

_____

_____

List administrative openings expected September 1, 19__ - September 1, 19__.

Note which positions will be publicly announced and which will not (use reverse if necessary).

Position	To Be Announced?

SCHOOL DISTRICT GENERAL INFORMATION*
Supplement

oregon network

1. Field Coordinator _____

2. School District _____

3. Affirmative Action Plan

   a. Status (check as appropriate)

District has an affirmative action plan	Yes ____ No ____
Date plan was adopted	_____
Date of latest revision	_____
Plan is currently under revision	Yes ____ No ____
Plan is now being developed for the first time	Yes ____ No ____

   b. Quality (check as appropriate) Plan includes:

Policy statement	Yes ____ No ____
Analysis of staffing	Yes ____ No ____
Goals	Yes ____ No ____
Timetable	Yes ____ No ____

4. Application Form

   a. District has a standard application form used for administrative vacancies (may also be used for other types of positions).

   Yes ____ No ____

   b. District's application form asks only legal questions.

   Yes ____ No ____

   (If "no," specify.)

*Completed by field coordinator.

ADMINISTRATIVE VACANCY DESCRIPTION
(To be completed by school district representative or Field Coordinator for each vacancy.)

Date _____

The Oregon Network, a research and service activity of SEEL, is collecting this information as part of a statewide effort to study hiring patterns and practices in Oregon. This information will be disseminated to potential applicants, placement services, and other interested agencies unless specifically noted below.

Much of the information here requested may already be available in a written announcement of the vacancy or a job description. If so, simply attach the announcement and/or description, completing only those items not included on them.

Position: _____

Responsibilities: _____

_____

_____

Degree Required: _____

Certificate Required: _____

Experience Desired: _____

_____

_____

Other Qualifications: _____

_____

_____

Salary Range: _____

Opening & Closing Dates for Applications: _____

Date of Employment: _____

Would you consider filling this position on a permanent part-time basis?

_____ As a job-sharing position? _____

To whom should applications be sent?

Name _____ Phone _____

Title _____ Address _____

District _____ _____

May this position be listed in a compilation of vacancies to be sent to prospective applicants and other interested agencies? ____ Yes ____ No

The Oregon Network does not knowingly accept or publish notices of vacancies from employers who discriminate on the basis of race, sex, religion, national origin, age, marital status, or handicap.

HIRING PROCESS DESCRIPTION
(To be completed by Field Coordinator in conjunction with the "Administrative Vacancy Description.")

Date: _____

District: _____

Position: _____

Type of change in position:

Replacement of incumbent _____ Change in job function _____

New position _____ Change in job title _____

Recruitment Process Information

How is this position being recruited and advertised? Be specific about media, methods, coverage, and dates. Note especially efforts (or the lack of effort) to notify and attract female and minority candidates. Note whether this is an announced or unannounced vacancy.

Selection Process Information

Describe steps in the selection process for this position.

Describe the persons and/or groups who do the work of selection. Under "other criteria" note special reasons for this person's inclusion in this step.

Who receives and screens applications?

Dates of screenings:

Title(s)	Race	Sex	Other Criteria

Who conducts interviews and recommends finalists?

Dates of interviews:

Title(s)	Race	Sex	Other Criteria

Who makes the final decision to offer position?

Date of offer:

Title(s)	Race	Sex	Other Criteria

Action by Board of Education (complete only if action is not routine approval, or if action is in some way noteworthy) _____

_____

_____

Dates: _____

Does there seem to be any marked discrepancy between official district policy (or standard procedures) for hiring and the process used to fill this particular position? _____ (If "yes," describe) _____

_____

_____

Applicant Flow Information

Describe characteristics of persons applying for the position, persons interviewed, those selected for recommendation, and the finalist.

Initial Applications (enter number of applicants in each category)

Total applicants _____ White male _____ White female _____ Minority male _____ Minority female _____

Persons Interviewed

Person	Race	Sex	Age	Certificate(s)	Degree(s)	Experience		Other Information
						Admin	Teach	
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								
11.								
12.								
13.								
14.								
15.								

Describe the criteria by which these applicants were selected over others for interviews. Try especially to find out why minority and female applicants were not selected.

Finalists

List the number of those persons selected from interviewees for recommendation to the person or group who will make the decision to offer the position.

Person No. _____ Person No. _____ Person No. _____ Person No. _____

Describe the criteria by which these candidates were selected over others for recommendation, especially the nonselection of minority and female candidates.

Successful Candidate

List here the person selected for the position. Person No. _____

Describe the criteria by which this person was selected and why minority and female candidates were not.

The Oregon Network

FINAL CALLBACK FORM

Instructions

Cover all the topics listed below, but do not feel you have to use these exact words; depend on your own judgment.

Not all questions are applicable to all districts. Some pertain only to districts with vacancies, while you may already have answers for other questions. Ask the starred questions only of districts which had vacancies.

Field Coordinator _____ District _____

Information source _____ Date _____

Introduction

This will be my final planned contact for the year. We have just a few questions which will help us do our evaluation of our research and service activity. The questions are about our directory of administrative candidates, listing of job vacancies, the Network itself. Thanks for your cooperation, time, and effort this year.

Directory Listing

*1. Did you use the "Directory of Administrative Candidates" in your hiring this year? Yes ____ No ____

If yes, explain how.

*2. Was the directory helpful to you?

3. Would you like to see the directory service continued?

Yes ____ No ____

4. What suggestions do you have for improving the directory?

Vacancy Listing

*1. Did you receive applications that you think resulted from The Oregon Network's Administrative Vacancy Listing? Yes ____ No ____

How many, would you estimate? _____

2. Do you think this service should be continued (perhaps by an existing agency)? Yes ____ No ____

In either case, why?

3. What suggestions do you have for improving this service?

The Oregon Network

1. What in general is your reaction to The Oregon Network and the research we have done this year?

2. In what ways has this activity been helpful or unhelpful to your school district?

3. What is your impression of the impact of The Oregon Network upon administrative hiring in Oregon?

School District Information

1. What is your impression--has this year been typical or unusual in terms of administrative vacancies, especially the number of openings?

2. Do you have an estimate of positions opening in your district next year? If so, what do you think their number will be?

3. (Ask only if not already known.) What special efforts does your district make to attract female and minority candidates for administrative positions?

4. (Ask only if not already known.) Does your district have a formal intern program for prospective administrators? Yes ____ No ____

   Please describe.

5. Does your district have an informal method of grooming prospective administrators? Yes ____ No ____

Summar

1. [illegible]pect to complete collection of data this summer. We will compile and analyze data during the year and will report our findings to you. We will provide you with a copy of the report for your district so you will be able to react to it before we publish our findings. Data will be reported only in aggregate form, not identifying individual persons or districts. What information and format would be most useful to you?

2. We do not now have funding for field coordinators for the year, though we are exploring sources for funding. Thus, we do not plan to collect this information again next year. One possibility we're exploring is changing our function to be "general purpose" persons, similar to agricultural extension agents, to link school districts with answers and resources they need. If we did this, what kind of assistance, in what areas or topics, would be useful to you?

3. Do you have any other questions, comments, or impressions you would like to share?

DIRECTORY OF ADMINISTRATIVE CANDIDATES*

The Oregon Network is compiling a directory of persons interested in administrative positions in public schools (K-12) in Oregon. The directory is a tool to facilitate the recruitment especially of female and minority candidates, but is open to all persons. The Oregon Network will facilitate this process and will not interpret information provided by individuals or serve as an agent between prospective candidates and districts. Persons listed in the directory will be notified of administrative openings as they are reported to SEEL.

Only information listed in the "Publication Information" section below will be published in the directory. Information in the "Research Information" section is for research only and will not be published. Individuals are encouraged to complete all information but may decline to do so without prejudice.

The Oregon Network is a component of the Sex Equity in Educational Leadership Project at the Center for Educational Policy and Management, University of Oregon.

Publication Information

Name _____ Sex ____ Race ____ Telephone _____

Address _____ City _____

Degrees Held _____

Certificates Held (be sure to indicate whether teaching, administrative, or personnel service; whether basic or standard; and endorsements) _____

_____

Areas of Special Interest _____

_____

Type(s) of Position Sought _____

_____

Research Information

Age _____ Marital Status _____

Current Position _____

Experience/ Positions Held _____

_____

Are you willing to relocate? _____

Would you consider a permanent part-time position? ____ Job sharing? _____

I understand that the information included in the "Publication Information" section above will be included in a directory of prospective candidates for positions in educational administration and will be circulated widely throughout the state. I give my permission to SEEL to distribute this information as described.

_____ _____

Signature Date

Return to: SEEL Project, 1472 Kincaid Street, Eugene, OR 97401

*Sent to all school buildings and educational agencies.

DIRECTORY OF ADMINISTRATIVE CANDIDATES

The Oregon Network

NAME/ADDRESS	SEX	RACE	DEGREES HELD	CERTIFICATES/CREDENTIALS	ADMINISTRATIVE ASSIGNMENTS DESIRED
Joseph Abernathy 375 Argus Street Weeksville, OR 97111	M	WHI	BS M Ed	Standard Teaching Basic Superintendent Basic Principal	Superintendent; in fiscal management, collective bargaining, personnel evaluation, curriculum development, public relations
Mary Balderson 3560 Patterson Portland, OR 97203	F	BL	BA	Standard Elem. Teaching Special Education	Administrative assistant, education coordinator, elementary principal; curriculum staff development, pupil guidance

ID _____

List _____

The Oregon Network

DIRECTORY QUESTIONNAIRE

1. LIST DEGREES EARNED:

Degree	Year	Institution
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

2. LIST CERTIFICATES HELD:

Teaching: ____basic ____standard

Endorsements: ____elementary ____secondary ____special education

Personnel Services: ____basic ____standard

Endorsements: ____counselor ____supervisor ____psychologist
____vocational

Administrative: ____basic ____standard

Endorsements: ____superintendent ____principal

3. WHICH POSITIONS HAVE YOU HELD, INCLUDING YOUR PRESENT JOB? (Use back to list additional positions as necessary.) List your most recent position first.

Position	District	From	To	Did you supervise other adults?	Did you control a budget?
_____	_____	19__	19__	Yes___No___	Yes___No___
_____	_____	19__	19__	Yes___No___	Yes___No___
_____	_____	19__	19__	Yes___No___	Yes___No___
_____	_____	19__	19__	Yes___No___	Yes___No___
_____	_____	19__	19__	Yes___No___	Yes___No___

4. WHAT ARE YOUR CAREER ASPIRATIONS? Describe them below by placing a "1" behind the job you hope to have next, then a "2" behind the job you would like to have after that, and so on, for as many as apply.

superintendent____ asst. supt.____ principal____ asst. principal____

teacher____ librarian____ counselor____ administrative asst.____

don't know____ other (specify) _____

5. WHERE ARE YOU WILLING TO RELOCATE? Check as many as apply.

____not willing to relocate
____within commuting distance of present home
____Eastern Oregon
____Southern Oregon
____Willamette Valley
____Coast
____Portland metro
____anywhere in state
____out of state

6. HOW DID YOU LEARN OF THE DIRECTORY OF CANDIDATES AND JOB VACANCY SERVICE?

____mailing from SEEL
____posted in building
____told by principal/superintendent
____told by friend
____other (specify) _____

WHY DID YOU TAKE PART IN THIS SERVICE?

____make my availability known
____find out about the competition
____find out about jobs open
____pass on information to my staff
____find out generally re: jobs/qualifications
____actively seeking job
____other (specify) _____

7. IF YOU DID NOT APPLY FOR ANY JOBS LISTED IN THE NETWORK'S VACANCY NOTICES, CHECK REASONS.

____no appealing jobs
____not certified for available jobs
____unwilling to relocate
____content with present job
____other (specify) _____

8. HOW SATISFIED ARE YOU WITH THE VACANCY LISTING OF JOBS AVAILABLE?

____very satisfied
____somewhat satisfied
____neutral
____somewhat dissatisfied
____very dissatisfied

9. HOW DO YOU THINK THE VACANCY LISTING COULD BE IMPROVED?

_____

_____

_____

_____

10. HOW SATISFIED ARE YOU WITH THE DIRECTORY OF CANDIDATES?

____very satisfied
____somewhat satisfied
____neutral
____somewhat dissatisfied
____very dissatisfied

11. HOW DO YOU THINK THE DIRECTORY OF CANDIDATES COULD BE IMPROVED?

_____

_____

_____

_____

12. DO YOU HAVE ANY OTHER COMMENTS?

_____

_____

_____

_____

_____

_____

_____

13. HOW MANY JOBS LISTED IN THE OREGON NETWORK'S JOB VACANCY NOTICES DID YOU APPLY FOR? _____

HOW MANY JOBS NOT LISTED IN THE JOB VACANCY NOTICES DID YOU APPLY FOR? _____

14. HOW MANY DISTRICTS CONTACTED YOU BECAUSE YOU WERE LISTED IN THE DIRECTORY OF CANDIDATES? _____

15. DESCRIBE YOUR EXPERIENCES IN APPLYING FOR POSITIONS BY FILLING IN AND CHECKING THE APPROPRIATE COLUMNS ON THE FOLLOWING PAGE.

Experiences in Applying for Positions in the Past Year

Position	District	SOURCE OF INFORMATION: Oregon Network	University Placement	COSA	District notice	Other	HOW WAS APPLICATION INITIATED?: You sent application	District asked you to apply	RESULTS OF APPLICATION: Decided not to pursue	Not selected, no interview	Asked to interview	Not selected after interview	Hired	Decision pending

ADMINISTRATIVE VACANCY LISTING

Listing #1

Position:	Superintendent
District:	Liberty
Salary:	$30,000 - negotiable
Deadline:	March 1, 19__
Begin:	July 1, 19__
Contact:	Harold Haroldson, Liberty Superintendent Search, P.O. Box 34, Jonestown, OR 97000; phone (503) 498-3214. Send letter of application, resume, credentials.

Position:	Elementary Principal
District:	Marysville-Sloan
Salary:	Salary schedule
Deadline:	Not stated
Begin:	August 15, 19__
Contact:	John Dugan, Deputy Superintendent, 310 Arrowhead, Marysville, OR 97077; phone (503) 631-5577.

APPENDIX G

SEEL PRODUCTS

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_____. "Women in Public School Management: Polity, Politics and a Program of Change." Unpublished paper, CEPM, University of Oregon, 1979.

Smith, Mary Ann; Kalvelage, Joan; and Schmuck, Patricia. Sex Equity in Educational Leadership: Women Getting Together and Getting Ahead. Newton, Mass.: WEEA Publishing Center, 1982.

Stockard, Jean. "Public Prejudice against Women School Administrators: Fact or Fiction?" Unpublished paper, CEPM, University of Oregon, 1977. ERIC #ED 149 469.

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Stockard, Jean, et al. Sex Equity in Educational Leadership: An Analysis of a Planned Social Change Project. Newton, Mass.: WEEA Publishing Center, 1982.

Stockard, Jean; Schmuck, Patricia A.; Kempner, Kenneth; Williams, Peg; Edson, Sakre; and Smith, Mary Ann. Sex Equity in Education. New York: Academic Press, 1980.

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